

**A STUDY ON THE RELATIONSHIP BETWEEN  
TOURISM AND REGENERATION POLICIES  
FOR HISTORIC BUILDINGS IN THE MALTESE ISLANDS**

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*"Our belief at the beginning of a doubtful undertaking is the one thing that ensures the successful outcome of the venture."*

William James

[Philosopher, psychologist, physician  
1842-1910]

## ABSTRACT

Historic buildings promote continuity of a place and represents nation's cultural values and identity. Despite their wide acknowledged contribution to the tourism and leisure industry, several historic buildings are left abandoned, misused or demolished by neglect. The aim of this research was to examine regeneration policies for historic buildings on the Maltese Islands and their impact on the tourism and leisure industry.

This research, based on a pragmatic philosophical stance, employed a mixed-methods sequential explanatory design, whereby a quantitative survey study was followed by qualitative interviews and focus groups for triangulation purposes. A pre-piloted questionnaire comprising of open, closed and 5-point Likert scales was developed from existing policies and distributed amongst all mayors from each of the 68 local councils within Malta and Gozo. Interviews followed with architects, investors, community representatives and decision making stakeholders representing national authorities. The final data collection phase included focus groups that convened all stakeholders that participated in the research. Thematic analysis was conducted from transcribed audio recorded interviews and focus groups.

Response rate of questionnaire was 65% (44/68). Less than half of respondents (45%) strongly agreed/agreed that they were aware of the existing national legislation. Only 16% claimed that there is no conflict between planning policies as set out by the policy makers of national authorities and government. Key themes generated from all phases of this study were '*regeneration potential for tourism and leisure industry*', '*governance for regeneration*' and '*societal aspirations by regeneration*'. This research highlighted the importance of encouraging a culture-led, "bottom-up" approach for regeneration rather than "top-down". Research is original contribution to knowledge as it identified gaps in policies, and developed insights for niche markets in tourism and leisure industry.

The setting up of a single entity responsible for regeneration is recommended to lead regeneration supported by evidence based policies and community participation to ensuring that a sustainable contemporary layer will eventually form part of heritage of future generations.

Historic buildings, Mixed-methods, Policies, Regeneration, Sustainability, Tourism and Leisure.

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A special thank you goes to my parents and family for their continuous support.

## DECLARATION

I declare that I have conducted this study and that this thesis is entirely my own work. When the work of others features in the text, this is indicated by referring to the original source. This thesis has not been submitted to any other academic body in fulfilment of a degree and it has not been published.

Signed: \_\_\_\_\_

Dated: \_\_\_\_\_

## EXTERNAL OUTPUTS

**Falzon, J., Nelson, M. (2017) 'Regenerating Historic Buildings – Policy Gaps'**

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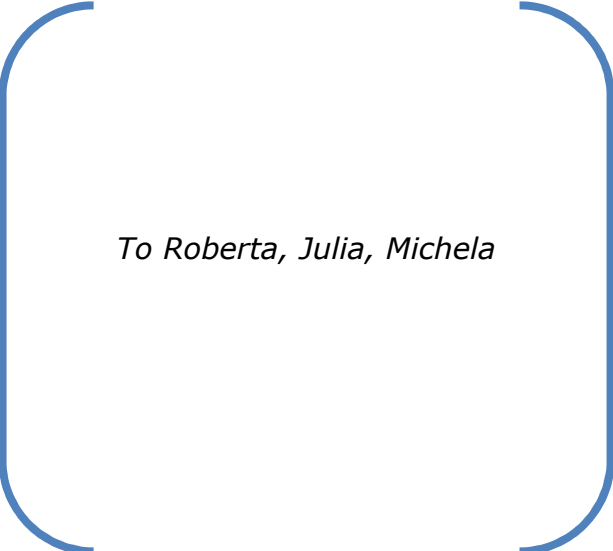
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*To Roberta, Julia, Michela*

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## LIST OF ABBREVIATIONS

ARP	Adaptive Reuse Potential
BC	Before Christ
CAP	Chapter (Laws of Malta)
CoE	Council of Europe
DFID	Department for International Development (UK)
DLG	Director Local Government
DPA	Development Planning Act
EC	European Commission
ECOC	European Capital of Culture
EIPP	Environment Initiatives Partnership Programme
ENTRUST	Empowering Neighbourhoods through Recourse and Synergies with Trade
EAHTR	European Association Historic Towns and Regions
ERDF	European Regional Development Fund
EU	European Union
EU 2020	Europe 2020 strategy
GDP	Gross Domestic Product
GPD	Government Property Department
ICAAP	International Consortium for the Advancement of Academic Publication
ICCROM	International Centre for the study of Preservation and Restoration of Cultural Property
ICOM	International Council on Museums
ICOMOS	International Council on Monuments and Sites
KNPD	<i>Kummissjoni Nazzjonali Persuni b'Dizabilta'</i> (translated to NCPD in English)
LAU	Local Administrative Unit
MEAIM	Ministry for European Affairs and Implementation of Electoral Manifesto
MEPA	Malta Environment and Planning Authority
MTA	Malta Tourism Authority

MTCE	Ministry for Tourism, Culture and Environment
NCPD	National Commission for Persons with Disability ( <i>KNPD</i> )
NGO	Non-Governmental Organisations
No	Number
NONIE	Network of Networks on Impact Evaluation
NSO	National Statistics Office
ODPM	Office of the Deputy Prime Minister (UK)
OECD	Organization for Economic Co-operation and Development
OP	Operational Programme
OPM	Office of the Prime Minister
PA	Planning Authority
PPCD	Planning and Priorities Coordination Division
PPP	Private Public Partnership
SCH	Superintendence (or Superintendent) of Cultural Heritage
SDG	Sustainable Development Goals
SPED	Strategic Plan for the Environment and Development
St.	Saint (names of streets)
SUIT	Sustainable development of urban historical areas through an active integration within towns
TOU	Tourism (as referenced in Structure Plan for Maltese Islands tourism policies only)
UCA	Urban Conservation Area
UIF	Urban Improvement Fund
UK	United Kingdom
US	United states
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNWTO	World Tourism Organisation
V18	Valletta 2018
WTTC	World Travel and Tourism Council

*Note: The following are changed invariably*

KNPD & NCPD (translated)

Local council or local government (both in singular and plural)

MEPA and PA (following demerger in 2015)

NGO and NGO's (singular and plural)

Planning Commission Participant are referred to as 'Plan Comm P' under quotes

SCH Superintendent of Cultural Heritage and Superintendence of Cultural Heritage

UCA and UCA's (singular and plural)

## LIST OF SYMBOLS

n°n´X	(n´) degrees, (n´) minutes, (X) direction: North, South, East or West
(7-13)	year 2007 to year 2013
(14-20)	year 2014 to year 2020
3d's	Three dimensional
(N = )	Number, or number of participants, or number of responses
°	Geographical position of Malta
Hr	hour or hours
i.e.	that is..
®	Registered
&	and
xx:xx:xx	hours:minutes:seconds
X	number of letter
x/x	number out of a number
x-x	from number to number
pg	page (page number)
Qn	Question number n

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## **CHAPTER 1 - INTRODUCTION**

Communities across continents utilise historic buildings as a medium representing culture, identity and continuation of a place and as attractions for tourism and leisure (United Nations Educational, Scientific and Cultural Organization [UNESCO], 2016; World Travel and Tourism Council [WTTC], 2016). The value of built heritage towards the tourism and leisure industry has been acknowledged worldwide (World Tourism Organisation [UNWTO], 2015) and this contributed to the economic development (Organisation of Economic Cooperation and Development [OECD], 2016). Tourism in Malta contributed to substantial economic growth. During the last years, the island witnessed major transformations in various sectors of the tourism economy (National Statistics Office [NSO], 2016); Malta Tourism Authority [MTA], 2016a, b). This undoubtedly brought several demands on the islands' limited resources. Substantial efforts were contributed toward land use planning (Malta Environment and Planning Authority [MEPA], 2015); despite this however, unexpected growths and successful achievements in the tourism and leisure industry have created intense pressure for development. Land use planning in Malta is highly controversial due to the highly densely populated island and due to developments being carried out within and nearby residential areas or within the few remaining areas outside the development boundaries. Similarly, though to a lesser extent, this is the situation in sister island Gozo. In the past two decades, the importance of safeguarding the environment geared pace on the national agenda. However, this was at a stage where the much-awaited need for the country's economic development had already done substantial progress providing employment to various. Many people claim environmental considerations lagged behind the interest of development (MEPA, 2015). This chapter presents the contextual background of the importance of cultural heritage tourism in Malta through the regeneration of historic buildings and presents the rationale for research.

### **1.1 Contextual Background**

Malta's location is in the central part of the Mediterranean at coordinates 35°53'N, 14°30'E. Being eighty kilometres south of Sicily and three hundred thirty-three kilometres north of Libya, its geographical position has always been of strategic

naval importance which brought about numerous settlements throughout the years, from the Phoenicians in the year 5200 BC and lately with the British till 1964 when Malta became independent. These settlements came through succession of powers and have provided Malta a rich history and culture. The Maltese islands are enriched with numerous architectural buildings and monuments which contribute to one of the key pillars in attracting tourism to the Maltese islands. Other key pillars are attributed to the climate, underwater attractions and the coastal shores, the speaking languages and the cultures and traditions of the Maltese generations.

The main architectural monuments date back to the earliest settlements on the Island and some of them are the oldest free standing structures in the world. These form part of the nine UNESCO world heritage sites found in Malta, together with capital city Valletta which was built by the Order of St. John. Various architectural buildings of significant importance were built during the British period.

### **1.1.1 Tourism in Malta**

Tourism has always been a very important sector for the Maltese economy. On its own it contributes approximately 15% of the gross domestic product (GDP) which registered 8.8% in the GDP Growth Rate for 2015 (MTA, 2015). New markets have been developed through this industry and in addition medical tourism has become popular in recent years (MTA, 2015). The data provided by NSO (2016) reveal that number of inbound tourists in Malta was almost 1.6 million in 2013 which increased to almost 1.7 million in 2014. The year after registered an increase of 6% and reached a total number of around 1.8 million inbound tourists for 2015. A similar increase was registered in the guest nights totalling to almost 13 million in 2013 to over 14 million in 2015. An increase of 7.5% of tourist expenditure was also registered between 2014 and 2015 (MTA, 2016a). Same sources indicate that a drop in the average length of stay is being constantly noted with 8.1 nights in 2013 to 7.9 nights in 2015. Demands to support the tourism industry are steadily increasing and this requires well planned strategies across the various components of the tourism sector both in the short term and in the long term.



### 1.1.2 Built heritage for tourism and leisure in Malta

Sustainable growth emerges as one of the three priorities of the Europe 2020 strategy (European Commission [EC], 2010a). The Government of Malta has identified the rehabilitation and conservation of historic buildings as one of the sectors targeted for investment in order to improve citizens' quality of life (Ministry for European Affairs and Implementation of Electoral Manifesto [MEAIM], 2014), and has directed priorities in the European Union (EU) funding towards attaining this objective.

Heritage, defined as defined *“the contemporary purposes of the past”* or *“that part of the past which we select in the present for contemporary purposes, be they economic, cultural, political or social”* (Graham *et al.*, 2005, p.29), is an asset for the Maltese Islands with major contributions towards the tourism and leisure industry. Cultural heritage includes the material aspects of culture – sites, buildings, landscapes, monuments, and objects – as well as the non-material aspects, which are embodied in social practices, community life, values, beliefs and expressive forms such as language, arts, handicrafts, music and dance (Jacobs and Dutton, 2000). Malta Tourism Policy 2012-2016 (MTA, 2013) identifies the potential of heritage sites and historic buildings across the Maltese Islands which are non-utilised mainly due to the inaccessibility of the sites or else because they are left in state of abandonment. MTA (2016) highlights that in 2015 3.4% of all tourists chose culture as their main reason to visit Malta. Previous years also registered positive trends of cultural reasons to visit Malta (MTA, 2013). It is thus a priority for the Government of Malta to preserve Malta's cultural heritage and promote such heritage as a main contributor of the tourism product (MEAIM, 2014, MTA, 2016a).

In 2013, under the Europe 2020 (EU 2020) strategy, Malta's National Programme identified heritage tourism accommodation as one of the key measures to address economic imbalance (Ministry for Finance, 2013). This is also a growth bottleneck of the tourism industry. Within this process, Government of Malta encourages luxury heritage accommodation as adaptive reuse to historical buildings.

Resource sustainability and reuse of historic buildings features also amongst the general principles of the National Spatial Framework under the EU 2020 strategy (Ministry for Finance, 2013). The National Spatial Strategy for the environment and development 'Strategic Plan for the Environment and Development' (SPED) (MEPA, 2015), that replaced the 'Structure plan for the Maltese Islands' of the 1990 (Ministry for Development of Infrastructure, 1990), calls for efficient use of land and sea, urging Government of Malta to adopt a sequential approach by prioritizing development primarily through reuse of existing developed and historic buildings, followed by re-development of already developed land and lastly to use vacant land. This objective is also coupled with improvement of liveability of Malta's historic towns and villages and to redirect the population back into the urban cores (MEPA, 2015). The implementation of these set of measures will make Malta move closer towards the ambition of Europe in line with its strategies for 2020, and to shift towards sustainability, smart and inclusive growth (MEAIM, 2014).

### **1.1.3 Relevance of historic buildings in Malta**

Historic buildings are a significant component of Malta's culture heritage which shapes our national identity (MEPA, 2015). Conservation objectives are continuously faced by the negative pressures due to the high population density and the dynamic urban environment. Threats of inappropriate uses of new or restored buildings, inappropriate designs and demolition are amongst key factors which undermine the character of our towns and villages. Thus, buildings of historical value require legal protection (MEPA, 2015). The main threat remains the continuous trend of people migrating out of Malta's historic urban cores, effecting the dynamics of the urban settlement due to loss of people and the associated every day activities. Historic buildings are thus becoming abandoned, becoming derelict in the process (MEPA, 2015).

### **1.1.4 Political Context**

Malta gained Independence in 1964 and became a Republic in 1974. Since then the Malta Labour Party governed the Maltese Islands up to May 1987. Since then, the Nationalist Party governed the Maltese Islands up to 2013, during which Malta

became a member of the EU in 2004. A slight intermission of 22 months between 1996 and 1998 was governed by the Labour party which regained mandate to govern in 2013. Governance of Malta alternates between two major political parties that are represented in Parliament. Local Governance on the other hand is distributed amongst 68 local councils (often referred to as local governments), 54 in Malta and 14 in Gozo. Members of the local councils are elected on the party ticket or as independent members. The two main political parties dominate local councils; however, members of the green party or other independent members are also elected on the local councils. Elections of local councils are held every four years and the number of councillors elected is mainly established in according to the population size of the respective localities.

The local councils were established in 1992 as local representatives of the people and are responsible for the management of the locality. Public buildings are not owned by the local councils but by national governments unless a devolution for land or property transfer is approved by Parliament. Local councils do not have the mandate to grant or refuse development permits related to regeneration projects and, hence, are part of the non-decision making stakeholders for the purpose of this research. Local councils are the official bodies as representatives of the communities.

## **1.2 Rationale for this research**

Heritage represents national identity, it does not merely generate revenue from visitors but it provides also wider economic and social benefits at large (Clark, 2001). Hobson (2004) argues that interest in conservation of historic buildings which was of interest only by an elitist minority has been shifting to a grass-root majority. Contributions from multi-disciplinary backgrounds are joining those of architectural and archaeological experts interpreting cultural and societal aspects with the architectural and historical aspects (Hobson, 2004). Whilst some buildings have been restored and managed, the SPED (MEPA, 2015) recalls for a strategic action for the regeneration of historic buildings. This raises various challenges, as whilst environmental sustainability and heritage conservation objectives are set out in

policy documents by authorities and the Maltese government, there is much need for conservation action in practical terms. Buildings and structures of heritage value offer great potential and opportunities and hence it is important to find out what are those constraints or barriers which are hindering the aims and objectives of the preservation and conservation required.

To date there is paucity of published studies exploring the examination of regeneration policies of historic buildings in the Maltese context. An initial scoping of the literature was undertaken to obtain a preliminary perspective of this area of interest in the EU and worldwide. The scoping review identified contributions regarding evaluations and examinations of regeneration in urban areas (Valladolid University, 2010), but very limited studies were carried out on regeneration policies of historic buildings and quarters (Song, 2013). Individual researchers, national authorities and governments have provided policy guidance and criteria for regeneration of historic buildings (UNWTO, 2015).

Urban conservation, cultural heritage and tourism have been explored extensively internationally; contemporary use of historic buildings for the tourism industry has been researched in several countries. By contrast, the study of contemporary use of historic buildings in Malta has not attracted similar attention. Research in this may contribute to redresses this imbalance. The Ministry for Tourism, Culture and Environment [MTCE] (2012) identified 22 strategic objectives aimed at improving quality and standards within the culture heritage sector. Moreover, the improvement of the townscape and environment in historic urban cores and their settings emerges as one of the urban objectives in the SPED (MEPA, 2015). The inclusion of historical urban areas of cities and historic urban cores of other numerous towns and villages, as part of the Valletta 2018 European Capital of Culture (ECoC) concept is also amongst the objectives of the Draft National Tourism Policy 2015-2020 (MTA, 2015). This research proposal thus emerged with the need for examining regeneration policies that support the goal of a sustainable growth by promoting a more resource efficient and more competitive economy as established by EU 2020 strategy (EC, 2010a).

SPED provides the policy framework for the development and environment of the Maltese Islands and its territorial waters to address government's economic, social and environmental objectives up to year 2020 (MEPA, 2015a). Regeneration of historic places and buildings emerges amongst key factors in the shaping of the urban fabric of the Maltese Islands. The SPED policy framework is to continue to build on the achievements of the 1990 structure plan policies and to identify lessons learnt from past policies (MEPA, 2015a). SPED highlights this context for the need of replacement plans. Therefore, the preparation of a policy framework to build on past experiences and the re use of existing buildings, notably for heritage luxury tourism accommodation, is imperative.

This research would therefore contribute new knowledge to this area of study to address current gaps in knowledge identified from the literature review. It would identify existing and proposed national and EU legislation, policies and guidelines regarding regeneration of historic buildings in the Maltese Islands and previous literature and research relating to regeneration of historic buildings.

### **1.3 Aim and objectives of this research**

International organisations through conventions and charters highlighted the need to preserve historic buildings for various reasons, mainly to safeguard built heritage as this represents culture and ensures sustainability (UNESCO, 2016). Whilst highlighting major positive attributes of historic buildings these remain endangered, and recommends actions for safeguarding and their regeneration. Within the Maltese context, national policy documents underline the need for regeneration of historic buildings attributing economic, environmental, social and cultural benefits (MTA, 2013; MEPA, 2015; MTA, 2016).

In the context of such need for regeneration, therefore, a main pertinent research question emerged:

**Are policies leading to the regeneration of historic buildings for tourism and leisure industry within the Maltese Islands?**

This research queried about the EU and national legislation governing historic buildings and historic contexts in Malta, and the gaps between regeneration policies and legislation in Malta. Impacts of regeneration policies on the Maltese tourism and leisure industry are also queried so that improvements to policies can be recommended.

This led to the overall aim of this research:

**To examine regeneration policies for historic buildings in the Maltese Islands and their impact on the tourism and leisure industry**

Historic buildings in this research referred to buildings having more than fifty years which are of architectural or historical interest and which are important in demonstrating aesthetic or architectural characteristics and / or a high degree of creative or technical achievement in Malta (Cultural Heritage Act, 2002; PA 2016).

Research questions emerging from the overall aim identified above were as follows:

- Question 1: Which are the EU and national legislation relating to historic buildings and conservation of areas of historical interest?
- Question 2: Which are the regeneration policies for historic buildings in Malta?
- Question 3: What are the gaps between regeneration policies and legislation in Malta?
- Question 4: What is the impact of regeneration policies on the Maltese tourism and leisure industry?
- Question 5: How can current regeneration policies of historic buildings for tourism and leisure industry in Malta be improved?

The above research questions were addressed through the following detailed objectives:

Objective 1: To critically analyse and identify gaps in EU and national legislation, policies and guidelines relating to historic buildings for the tourism and leisure industry.

Sub-objectives:

- To identify existing and proposed EU and national legislation, policies and guidelines that target the regeneration of historic buildings for the tourism and leisure industry on the Maltese Islands.
- To identify gaps in the policy literature of the historic buildings.
- To inform the research methodology and method adopted within this research.

Objective 2: to critically analyse and identify gaps in academic literature in relation to sustainable regeneration and governance of historic buildings.

Sub-objectives:

- To search in databases to explore previous literature and research relating to sustainable regeneration of historic buildings.
- To determine sustainable regeneration practices in relation to historic buildings.
- To identify gaps in the literature in relation to historic buildings.
- To inform the research methodology and method adopted with this research.

Objective 3: to obtain information of how the strategic objectives set out by national authorities are affecting the localities in Malta and Gozo.

Sub-objectives:

- To examine whether the local councils are aware of the existing and proposed policies regarding the historical buildings in their locality.
- To examine the participation of the local councils in policy development.
- To examine whether the local councils have the necessary resources to meet the requirements of the objectives of the policies.

Objective 4: to critically discuss with non-decision making stakeholders (those directed by policies) the regeneration policies and examine current practices in policy development and the resultant impact on the Maltese tourism and leisure industry.

Sub-objectives:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.
- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.
- To determine the factors that inform policy development.

Objective 5: to critically discuss with decision making stakeholders (those directing policies) regeneration policies and examine current practices in policy development and the resultant impact on the Maltese tourism and leisure industry.

Sub-objectives:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.
- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.
- To determine the factors that inform policy development.

Objective 6: to cross examine the issues raised during the interviews carried out within the previous stages of this study and to produce insights in order to develop strategies to address the issues that have resulted in the interviews and try to generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry.



Sub-objectives:

- To cross examine as part of a group discussion issues that were raised during previous phases of the research.
- To discuss strategies to enhance regeneration of historic buildings.
- To examine gaps in legislation and policies in regeneration of historic buildings for the tourism and leisure industry.
- To determine gaps in funding mechanisms for regeneration of historic buildings for the tourism and leisure industry.
- To generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry.

Objective 7: To issue recommendations on improvements to current regeneration policies for historic buildings in Malta.

#### **1.4 Structure of the research plan**

Objectives 1 and 2 were targeted through a literature review of EU and national legislation, policies, guidelines and academic literature on sustainable regeneration and governance of historic buildings.

Data collection was designed to be carried out in three Phases, with the first phase sub-divided in two phases.

Phase 1 A targets Objective 3 through survey method.

Phase 1B targets Objective 4 through semi-structured interviews with non-decision making stakeholders.

Phase 2 targets Objective 5 through semi-structured interviews with decision making stakeholders.

Phase 3 targets Objective 6 through focus groups with all stakeholders.

#### **1.5 Significance of the study to Malta's strategic needs**

The research is purposely being carried out in order to examine the policies for regeneration of historic buildings which are to be achieved for the successful implementation of Malta's strategic priorities and the EU2020 (EC, 2010a). The study

was proposed following the document prepared by the Maltese Government (MEAIM, 2014).

The research study examines the regeneration policies set out by national authorities which are amongst the main stakeholders involved in the process of regeneration of historic buildings. Policies established by MEPA, The MTA, National Commission Persons with Disability [NCPD] (often referred to as KNPD) and Superintendence of Cultural Heritage (SCH) will be examined for achieving historic building regeneration objectives. This research will also seek to determine whether these policies cater for the contemporary needs and primary targets of the Maltese Government which are likely to have the most impact to achieve improvement in the standard of living and better quality of life. The interventions of regeneration are aimed primarily to enhance environmental sustainability, ensure a healthy society, and promote social wellbeing while fostering job creation and economic competitiveness in line with EU2020 (MEAIM, 2014). Regeneration of historic buildings is underpinned by Priority Axis 5 – ‘Protecting our environment; investing in natural and cultural assets’, and by Priority Axis 6 ‘Sustainable Urban Development’ while Economic development is supported by Priority Axis 2 – ‘Skills for Growth’ (MEAIM, 2014). This Government strategy requires certain measures to be implemented so that Malta will move closer towards Europe’s ambition to shift towards smart, sustainable and inclusive growth.

Though policies of the regeneration of historic buildings have been identified in several policy documents since the early 1990’s, national strategic documents and plans continue to stress the dilapidated state of the buildings. Hence, this study is of relevance to Malta’s strategic needs.

### **1.6 Implications of this research on the Development of Malta**

This research was informed on particular cases of derelict buildings of heritage value and examines the reasons why valuable resources of national pride became derelict. The will lead to the identification of barriers to regeneration. In accordance with Priority Axis identified by Government (MEAIM, 2014), the study may have a direct impact on the beneficiaries identified in Axis 2, Axis 5 and Axis 6, including public

administration, local councils, enterprises and relevant stakeholders of tourism and leisure industry. The study may also influence the development of the Maltese Islands, in view of SPED objective (MEPA, 2015a), through the adoption of a sequential approach that prioritises development primarily through reuse of the existing developed and historic buildings. This will reduce the use of vacant land and redirect the population back into the historic urban cores (MEPA, 2015a).

Therefore, in this research, the potential of underutilized historical buildings was examined in order to contribute towards the development of the tourism product as well as towards an improved urban environment. This will inform the government, investors, local councils and the general public on the desired investments in the sector with a view to exploit the potential of the country's cultural heritage to create a new tourism experience, in line with EU2020 that establishes the need to enhance competitiveness of the European tourism sector (EC, 2010a). In addition, MEAIM (2014) that indicates that this will boost Malta's economic competitiveness, enhance the preservation of the built historical environment and improve the quality of life of citizens. Consequently, these actions would contribute to the regeneration of the historic regions' communities and civil society organisations and businesses that operate in the area. Finally, this study will contribute towards the achievement of the government's vision in fostering a relationship between the cultural industry and the green economy (MEAIM, 2014).

### **1.7 Presentation of the thesis**

The thesis is proposed to comprise a total of eight chapters. The first chapter sets the rationale for this research. It reviews the relationship between regeneration of historic buildings and the tourism and leisure industry in the Maltese Islands and identifies the objectives of this research. The chapter also presents the research's overall aim and objectives, its impact on the Maltese economy and its relevance to Malta's strategic needs. A review of the EU and national legislation and policy literature for the preservation and conservation of historic buildings is described in chapter two. Furthermore, this chapter includes a review of international conventions and charters that shaped the objectives for policy makers at European Level. In the third chapter, the academic literature of sustainable regeneration of historic buildings

is reviewed. Chapter four presents data that focused on the tourism and leisure industry and its relevance to the Maltese Islands. The fifth chapter presents the research design and methodology, whereas chapter 6 illustrates the structure of the overall thesis and the method used in each phase of this research. Sections in chapter 6 also present the outcomes and outputs of each respective phase of the study, followed by an analysis and discussion in chapter seven. The final chapter presents the conclusions of the research study and the suggested recommendations on how to improve the current regeneration policies for historic buildings in Malta.

The eight chapters in the thesis are summarized as follows:

Chapter 1 - Introduction

Chapter 2 - Legislation and Policies

Chapter 3 - Sustainable Regeneration and Governance of Historic Buildings

Chapter 4 - Tourism and Leisure Industry in the Maltese Islands

Chapter 5 - Research Design and Methodology

Chapter 6 – Data collection methods and outcomes

Chapter 7 - Analysis and Discussion

Chapter 8 - Conclusions and Recommendation

## **CHAPTER 2 - LEGISLATION AND POLICIES**

This chapter presents the legal framework that governs the reuse of historic buildings in the Maltese Islands. Malta's heritage sector is protected by Cultural Heritage Act 2002, which superseded the Antiquities Act of 1925 (Culture Heritage Act, 2002). It is also protected by the international conventions and charters for the protection of cultural heritage, since the Venice charter in 1964 (ICOMOS, 1964). Policy documents setting up the strategy for safeguarding heritage buildings were however formulated in the final decade of the last century, setting paces for new legislative measures. This chapter describes how the millennium changeover characterized the legislative transformations that shaped up Malta's legislative framework to comply with the EU Treaty in virtue of Malta's accession to the EU.

### **2.1 Aim and Objectives of Legislation and Policy Review**

The aim of the legislation and policy review is to critically analyse and identify gaps in EU and national legislation, policies and guidelines relating to historic buildings for the tourism and leisure industry.

The objectives of the exploratory legislation and policy review were:

- To identify existing and proposed EU and national legislation, policies and guidelines that target the regeneration of historic buildings for the tourism and leisure industry on the Maltese Islands.
- To identify gaps in the policy literature of the historic buildings.
- To inform the research methodology and method adopted within this research.

### **2.2 International Conventions**

International and European organizations have made major contributions in saving heritage. UNESCO, the International Council on Monuments and Sites (ICOMOS), International Council on Museums (ICOM) and International Centre for the Study of the Preservation and Restoration of Cultural heritage (ICCROM) have provided numerous international conventions resolutions and recommendations. In addition, the Council of Europe (CoE) and the EU made several contributions to protect

European heritage. The EC (2008) notes that throughout the 20<sup>th</sup> Century, Europe lost almost half of the tangible cultural heritage.

### **2.2.1 Status of the Maltese Government on the Conventions of the Council of Europe**

Conventions that have been signed and ratified by the Maltese Government include:

- the European Cultural Convention, 1954;
- the European Convention on the Protection of the Archaeological Heritage, London 1969 (London Convention 1969);
- Convention for the Protection of Architectural Heritage of Europe, Granada 1985 (Granada Convention 1985) and,
- the European Convention on the Protection of the Archaeological Heritage (Revised), Valletta 1992 (Valletta Convention 1992).

The European Landscape Convention, Florence 200 (Florence Convention 2000) has been signed but not ratified (SCH, 2016). The CoE Framework Convention on the Value of Cultural Heritage for Society, Faro 2005 (Faro Convention 2005) is still unsigned by the Maltese Government (SCH, 2016).

### **2.2.2 Status of the Maltese Government on the Conventions of the United Nations**

Two conventions have been signed and ratified by the Maltese Government. These include the Convention concerning the Protection of the World Cultural and Natural Heritage, Paris 1972 and the Convention on the Protection and Promotion of the Diversity of Cultural Expression Paris 2005.

### **2.2.3 Implementing International Conventions and Charters**

International declarations and recommendations are accepted, signed and adopted by many national governments. Giannakopoulou *et al.* (2016) argue that despite the good intentions of international Conventions and Charters for the protection of built heritage, significant heritage remains unprotected. They further contend that the economic return on value of cultural heritage is crucial in addressing the gap

between the objectives of conventions and charters of heritage conservation and their implementation in practice. Hardin (1968) asserts that although they are widely accepted, the real challenges of implementing these international declarations are when they are put into practice, at the grass root level, and questions whether, in effect, there is any solution to the problems. Ensuring compliance of the conventions is very hard and it is much harder to lead nations to meet same standards since implementation of the conventions is dependent on several resources which on the outset range from one country to another (Marjanovic, 2014).

The Intergovernmental Conference on Cultural Policies for Development held in Stockholm in 1998, represented by 150 countries, examined and compared policies of different countries including England, Canada, Australia and Japan and agreed to make cultural policy one of the key components of their endogenous and sustainable development (UNESCO, 1998). In this way, a path was created for integrative policies on regional and local levels in both urban and rural settings. World heritage properties have become major touristic attractions. UNESCO (2013) contends that these are priceless and irreplaceable assets, not only of each nation, but of humanity as a whole.

Removal of a property from the World Heritage List status may bring serious, political, social and economic repercussions to all stakeholders involved. It is often argued that lack of legal protection of historical buildings is an intentional provision of freedom and uncontrolled urban development (Pons *et al.*, 2011). One of the problems that lengthens the implementation of UNESCO's suggestions and requirements is the absence of a strict deadline for legal purposes. Authorities do not feel pressured and do not act accordingly since there are no mandatory deadlines for recommendations to be implemented. UNESCO (1998) contends that rather than perpetual inclusion of heritage buildings on the Danger List, non-compliance with recommendations would result in delisting. Consequently, not only society but also the Outstanding Universal Value of these properties will be enhanced over time.

A motion for resolution on Europe's endangered heritage was presented to the Parliamentary Assembly of the CoE (Marjanovic, 2014) to build upon the work conducted by Europa Nostra for the European Heritage Congress (Europa Nostra, 2012). The overarching theme of endangered heritage attracted the attention of the Parliamentary Assembly of the CoE that emanated from concerns in the member states across several South Eastern European countries, Central and Eastern Europe. A variety of problems were cited in the motion for resolution mainly lack of funding due to the economic recession at that time and pressures from developers. Other concerns were lack of political will and lack of institutional capacities to build up partnerships for the safeguarding of heritage. This motion for resolution aimed in raising awareness for more effective policies for safeguarding cultural heritage and to *"identify good practice and make practical recommendations on measures which could help to overcome existing problems and tap the economic potential of heritage as a resource for sustainable development"* (Marjanovic, 2014).

The Committee of Ministers of the CoE adopted recommendation 2038 which sets general framework and guidance on safeguarding Europe's endangered heritage (Marjanovic, 2014). The motion calls for joint cooperation with international partners of the CoE for the preservation and promotion of cultural heritage. The committee also emphasised on delivering key objectives of promoting and safeguarding heritage whilst bringing citizens closer through heritage. Another consideration by the Committee of Ministers underlined assistance to member states to facilitate the implementation of the Convention for the Protection of Architectural Heritage of Europe. Similar assistance is required for the implementation of the European Convention on the Protection of Archaeological Heritage. Monitoring of the implementation programmes need to be prioritised. Exchanges of expertise and experiences with neighbouring countries was highlighted as another priority for the protection and conservation of cultural heritage.

Who should implement policies supporting international conventions, and at what level, is a key issue in decision making. The United Nations Environment Programme (UNEP) (UNEP, 2003) contends that the best placed agencies to manage tourism



are local authorities while national tourism organisations are vested with the remit of policy advice and promotion. Throughout decades, scholars made most emphasis on the participation at local level for success in policy implementation (Inskip, 1991; Crosby, 1996). Marjanovic (2014) highlights ambiguities in policies between the higher and the local levels. OECD (2016a) contends that the local involvement is fundamental for effective policy implementation. The Institute for Government in the UK (2014) argues that policy implementation is improved by being clear about the problem, adding that staying focused and being close to implementers are key lessons for successful implementation. Dodds and Butler (2010) argues that there will be a change in the focus of policies at the international level, when they are reinterpreted at the local level implementation stage and thus calls for consensus between “bottom-up” and “top-down” approaches to pursue with the aims at both ends of the spectrum.

## **2.3 European Union legislative framework**

### **2.3.1 European Union Legislation and Policy**

The need for legislation and policy is more pressing than ever as much of cultural heritage is under attack mainly due to environmental degradation, climate change, socio-economic pressures, accelerating urbanization and global tourism (Marjanovic, 2014). Public policy is defined by Dye (1978, p.3) as “*whatever governments choose to do or not do*” whilst tourism policy is defined as “*a set of regulations, rules, guidelines, directives and development/ promotion of objectives and strategies that provide a framework within which the collective and individual decisions directly affecting tourism development and daily activities within a destination are taken*” (Goeldner and Ritchie, 2012, p.7). The EC called on its member states to legislate and draft policies in view of the circumstances effecting negatively the cultural heritage. The EC attributed environmental, economic and social factors to the degradation of culture heritage, with accelerated urbanization and global tourism being areas that require specific attention (EC, 2008).

In addition, built heritage decay is accelerated by the time factor. The EC demands efforts by national governments to work collectively at all tiers of governance

including the local, regional, national and EU authorities where collaboration amongst a wide range of stakeholders is necessary. This includes heritage and urban managers, planners, policy makers and the civil society. Research and assistance for integrated sustainable programmes is supported by EU funding programmes (MEAIM, 2014).

By virtue of EC (EC) Treaty (article 151, paragraph 4), an important objective is to mainstream cultural policy into activities in other areas of EU policy. Through the European Regional Development Fund (ERDF), many heritage related activities have been realized in generating both growth and employment and funded regeneration of various historical buildings and sites. The EC began to diversify and produce responses to the protection of heritage through the resolution adopted on 13 November 1986. In the previous year, international organisations drafted the subject of heritage (Granada Convention, 1985) which was promulgated by the CoE in the same year (CoE, 1985). This asserted the need to root conservation policies not only in the cultural criteria but also in environmental, urbanistic, economic and social factors. The 1987 Brundtland Report issued by the World Commission on Environment and Development touted the concept of “sustainable development” which suggested that economic growth can and must be compatible with better management of the earth’s resources for future generations (EC, 2008).

### **2.3.2 Cultural Heritage and Tourism**

Cultural Heritage is inextricably linked to tourism. An expected annual increase of 3.3% in the number of global tourists is projected up to 2030, reaching 1.4 billion tourists by 2020 and 1.8 billion tourists by 2030 (UNWTO, 2016). A joint and pragmatic approach at EU Level was adopted. On one hand work aimed to protect, restore and safeguard heritage while on the other hand, parties were eager to promote innovation in this area. These are the overarching aims of programmes implemented through the EU research policy.

The 2000-2004 SUI Project (Sustainable development of urban historical areas through an active integration within towns) set out a series of guidelines in a manual

titled *'Guidance for the environmental assessment of the impact of certain plans, programmes or projects upon the heritage value of historical areas, in order to contribute to their long-term sustainability'* (EC, 2008). The endeavour of this project was to assist the relevant authorities in decision making and forward planning for urban areas. In addition, it aimed to provide new ideas and suggestions based on the results of an in-depth critical study carried out at European Level.

## **2.4 National Legislation and Structures**

As Malta joined the EU in 2004, the nation had the responsibility to implement the EU Acquis and adapt the legislation framework in line with EU legislation. The *European agenda for culture* was adopted by the EC in May 2007 and endorsed by the Council of Ministers in November of the same year (EC, 2008). It focused on three main objectives including the promotion of cultural diversity, promoting culture as a catalyst for growth and jobs and to promote culture in EU external relations. Documents relating to regeneration of historic buildings can be found across several entities in the Maltese Islands. These vary from national authorities with the legal responsibility and obligation to protect and safeguard historic buildings to other entities and organizations which show interest in the safeguarding of historic buildings. The literature reviewed in this section focused only on the national entities with the remit of safeguarding and protecting historic buildings for the tourism and leisure industry.

Legislative tools for the safeguarding and protection of historic buildings and areas of historical interest is vested in two organizations: The SCH which was established by the Cultural Heritage Act (CAP 445, Act VI of 2002), (SCH, 2002) and the Planning Authority [PA] (Act VII of 2016 Development Planning Act [DPA]), (PA, 2016). The PA took over the functions of the MEPA in 2016 with the remit to ensure a sustainable environment through sustainable land use planning (PA, 2016).

### **2.4.1 Cultural Heritage Act**

The Cultural Heritage Act establishes the SCH with remit for the promotion of policies, standards and practices for built heritage (Culture Heritage Act, 2002, (Cap

445) and to advice and co-ordinate with PA on matters dealing with the conservation and protection of built heritage (Cultural Heritage Act, 2002, Cap 445).

#### **2.4.1.1 Committee of Guarantee**

The Committee for Guarantee advises the government on the national strategy for cultural heritage and subsequently oversees and monitors the implementation of the strategy as adopted by Government and as directed by the Minister (Cultural Heritage Act, 2002, Cap 445). The committee also seeks to ensure proper collaboration and coordination between the agencies and stakeholders, as depicted in Figure 2.1.

Figure 2.1 depicts the composition of the 'Committee of Guarantee' in Malta. It can be noted that there is a gap in the system whereby the local councils are not represented in this committee; this gap needs to be addressed. Similarly, National Commission Persons with Disability (NCPD) is not represented in the Committee of Guarantee. All sectors within this committee are represented by one member, except for Cultural Heritage/Non-Governmental Organisations (NGOs) which are represented by three members.

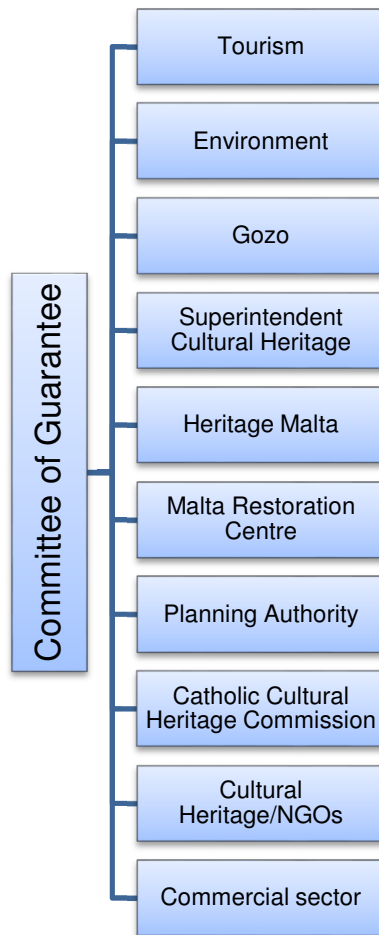


Figure 2.1: Composition of the Committee for Guarantee (adapted from the Cultural Heritage Act, Cap 445).

#### 2.4.1.2 The National Forum for Cultural Heritage

A national forum (Figure 2.2) is convened annually in order to consider the general state of the cultural heritage following the preparation of a report by the SCH. The National Strategy for Cultural Heritage is to be revisited in periods not exceeding five years (Culture Heritage Act, 2002, Cap 445). This legislation requests the engagement of certain stakeholders in the drafting of the national strategy for cultural heritage. Emphasis in policy documents is made on the accessibility of cultural heritage calling governments to make heritage assets available in the context of cultural rights in Europe (Marjanovic, 2014). It is noticed also that NCPD, being one of the stakeholders in the planning and permitting process, is not represented in this forum. This is another gap which needs to be addressed.

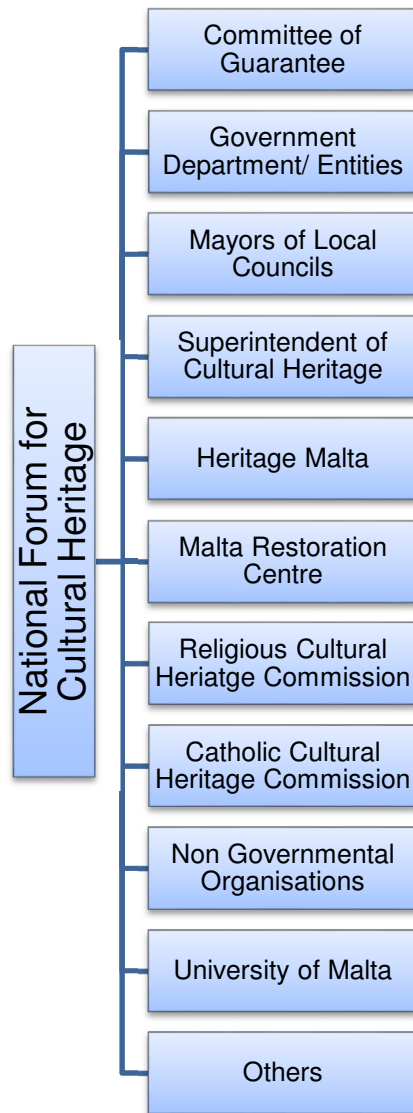


Figure 2.2: National Forum for Cultural Heritage (adapted from Culture Heritage Act, Cap 445)

#### 2.4.1.3 Heritage Malta

The Cultural Heritage Act established 'Heritage Malta' as the agency which is entrusted with various restoration and conservation commissions of cultural property (Culture Heritage Act, 2002, Cap 445). Figure 2.3 illustrates the entities with which Heritage Malta is obliged to co-ordinate for the protection and accessibility of cultural heritage.

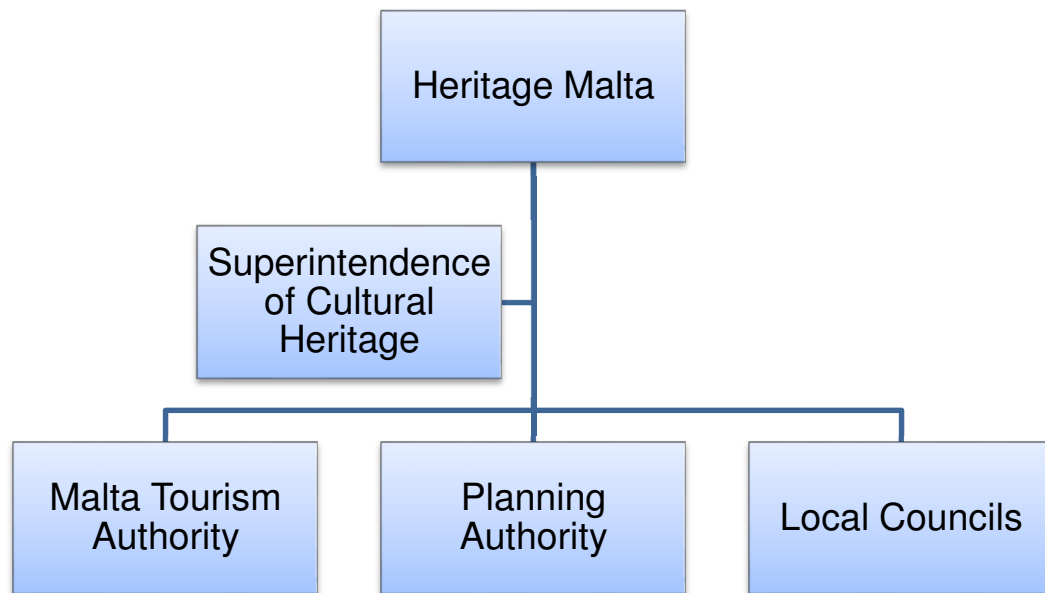


Figure 2.3: Links with Heritage Malta (adapted from Cultural Heritage Act, 2002)

Cultural Heritage Act establishes a clear cultural heritage link with specific reference to coordination between Heritage Malta, MTA, MEPA and local councils and '*other pertinent bodies*'. The consultation with NCPD seems to be a missing link in the process and, hence, this gap needs to be studied and eventually addressed.

#### 2.4.2 Development Planning Act

Every person together with the government has the duty to protect the environment (DPA, Act VII, 2016). The Act identifies PA as the responsible authority to manage the environment in a sustainable manner. This includes also collaboration with other governments and entities to protect the environment, and to facilitate public participation in decisions on matters regarding the environment (DPA, Act VII, 2016).

The functions of PA include the formulations of policies to promote sustainable development, the implementation of such policies and to promote planning in a proper manner for sustainable development of public and private land and sea resources. PA is vested with the remit to coordinate development permit process in accordance with approved plans and policies and in line with EU Regulation No 347/2013 (DPA, Act VII, 2016).

The authority, through its Heritage Planning Unit, shall also review a list of buildings, structures and remains of architectural and historical interest to be scheduled for conservation. The Heritage Planning Unit within PA administers the scheduling and de-scheduling process of various sites of cultural, archaeological, historical and natural importance. The listed buildings are graded in three tier degree of protection. Grade 1 refers to buildings of outstanding architectural and historical interest. These shall be preserved in their entirety. Grade 2 refers to buildings that are of 'some architectural or historical interest' whilst Grade 3 refers to buildings 'which have no historical importance and are of relatively minor architectural interest'. In this case demolition of buildings is permitted unless the replacement building is in harmony with its surroundings (Ministry for the Development and Infrastructure, 1990). Subsidiary legislation comprising the 'Development Control within UCA's (urban conservation area) Design Guidance' (MEPA, 1995) and 'Shopfronts' (MEPA, 1994) have been incorporated with the 'Development Control Design Policy Guidance and Standards 2015' (PA, 2015). The Heritage Planning Unit which also forms part of the Forward Planning Division, is responsible for the building design guidelines within the UCAs and for all other historic buildings (MEPA, 2014). Development applications in UCA's and major projects are reviewed by the Design Advisory Committee that makes recommendations to the Planning Directorate (Act VII of 2016).

The legal protection of heritage buildings in Malta is governed by 'scheduling' process which is carried out following an assessment of the heritage significance of the building by PA. The decision of the authority is published in the Malta Government Gazette and a notification is sent to the owners of the property and a site notice is fixed. Within a thirty-day time frame from notification, the owners may submit a request for reconsideration to the authority and if the decision is affirmed by PA the owner has the right to appeal.

The DPA states that proposals for regeneration of historic buildings are submitted to the NCPD for their assessment. NCPD monitors the implementation of the Equal Opportunities Act, which was established by Act I of 2000 (Equal Opportunities Act,



Act I, 2000). NCPD is obliged to protect and promote the UN convention on the rights of persons with disability.

### **2.4.3 Malta Travel and Tourism Service Act 1999**

#### **2.4.3.1 Malta Tourism Authority**

Malta Travel and Tourism Service Act (1999) established MTA as the authority for the promotion of tourism and for the regulation of tourism services and operations. The objectives of MTA include the planning for tourism development, which plans seek to implement policies through actions and initiatives. The main framework for tourism is established by the Malta National Tourism Plan that guides detailed plans that are formulated for a product development. Tourism is managed across various localities around the Maltese Islands with particular segments focusing specific attention on management plans for World heritage sites and tourism zone management (MTA, 2015).

### **2.5 National Government Policy**

#### **2.5.1 National Strategic Objectives and Policies**

Strategic objectives for the protection of cultural heritage by government need to be intrinsically linked to support the tourism and leisure industry as introduced in Chapter 1 (MTA, 2015). National entities responsible for setting the strategic objectives and formulation of policies in line with government strategy for the regeneration of historic buildings for tourism and leisure industry include the PA, the SCH and the MTA (Draft National Tourism Policy 2015-2020) (MTA, 2015). The National strategy document is prepared by National Government.

Other entities effecting policy making and implementation include the National Commission for persons with disability which is responsible for Accessible for all design guidelines. Other stakeholders play important part within the regeneration process, notably the property owners and government. Policy making and the policy process are not being examined here. The outcome of regeneration policies for historic buildings is under investigation in this research.

### **2.5.2 National Strategy for Cultural Policy**

The draft National Strategy for Cultural Heritage issued for public consultation in May 2012 identified strategies following a public consultation with local councils and NGOs amongst other stakeholders. The national strategy identified objectives and strategies for the period from 2012 to 2016 with 2017 being assessment year of implementation and impacts of the strategy. The outcome is to serve the basis to form a strategy for the subsequent years (MTCE, 2012).

### **2.5.3 National Spatial Strategy**

The general guiding principles of the National Spatial Strategy calls on the Maltese government to adopting a sequential approach for use of land SPED (MEPA, 2015), as illustrated in Figure 2.4.

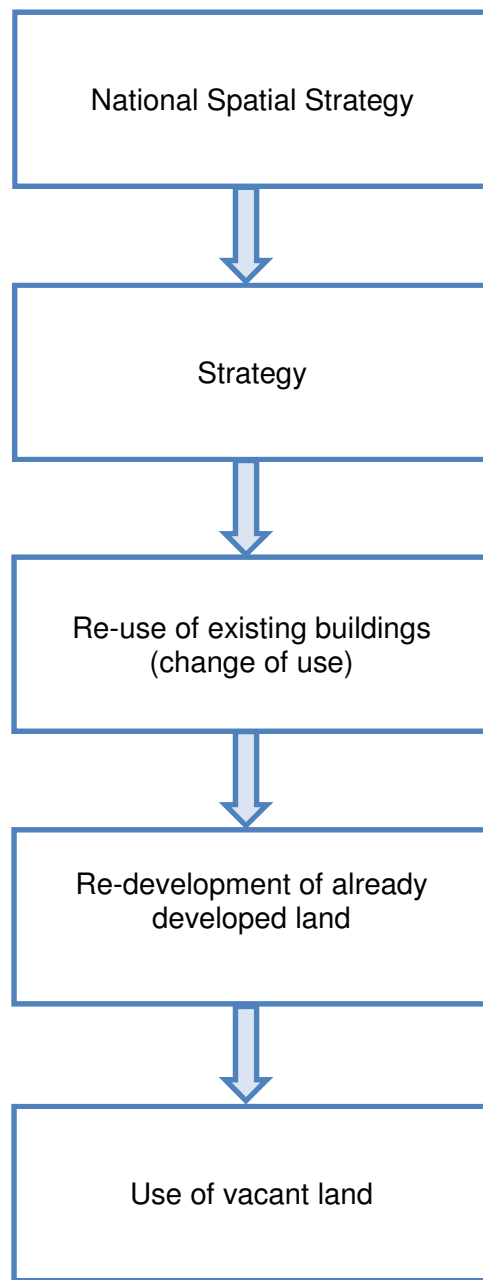


Figure 2.4: Sequential approach for land use (adapted from MEPA, 2015)

The SPED identifies various positive factors in adopting this sequential approach, which justifies reasons why the reuse of buildings is highly recommendable (MEPA, 2015). This includes:

- the built heritage sector is preserved
- degradation of old buildings is minimized
- the contribution of built heritage towards the environment, economic and social factors
- land resources are used efficiently due to building reuse
- less demolition of buildings thereby avoiding waste generation
- fewer new buildings reduce need for resources
- reduction of transportation due to less demolition and less new construction
- a sustainable model in reusing buildings

The above sequential approach will require a strategy that will lead stakeholders to opt for reuse of historic buildings. SPED clearly put this onus on the government to adopt this sequential approach (MEPA, 2015). The right strategy and the right policies need to be in place so that investment is injected in regeneration rather than new built. This sequential approach would encourage re-use of existing buildings. This will also be an attempt in reducing migration out from historic cores and villages SPED (MEPA, 2015), which lead to loss of economic activity and loss of people, abandoning historic buildings in the process. This research aims to provide insight in adopting this approach.

#### **2.5.4 Relationships between National Policies**

Policies are effected by the relationships between different entities and authorities. The objectives of the research study are to examine how policies are effecting stakeholders while proposing or implementing regeneration projects involving historic buildings for tourism and leisure. It is thus an examination of the policies which positively or negatively impact on proposed regeneration projects and their implementation.

Table 2.1 presents the main strategic documents which effect the regeneration process of historic buildings for the tourism and leisure industry and their relationship with SPED, which was adapted from Appendix 1 of SPED 2015 (MEPA, 2015).

Table 2.1: Relationship between objectives of national policies (adapted from SPED, 2015)

<b>Strategic Policies</b>		<b>Objectives</b>	<b>Relationship to SPED</b>
National Reform Programme under the EU 2020 Strategy (2013)		National plans to be aligned with EU 2020 strategy. Priority axes are defined by Government.	Overarching priorities guides the formulation of SPED and policies derived therefrom.
National Environment Policy (2012)		Strategic environment objectives of Government and co-ordinated approach in other policy areas.	Directs policy in making efficient use of resources and improve the quality of urban and rural zones.
National Tourism Policy (2012-2016) and Gozo Tourism Policy (2012-2016).		Framework for tourism growth and to create stronger competition based on high end tourism product	Sustainability to cater for the anticipated high end product. Quality of the environment is key issue so that attractiveness of Maltese Islands is maintained.
National Tourism Policy Draft National Tourism Policy 2015-2020 (MTA, 2015)			
National Strategy for Cultural Heritage		Sets priorities for the safeguarding and promotion of cultural heritage in Malta and Gozo	Protection of built heritage sector and heritage sites including adaptive reuse, Management of UCAs and areas of historical interest; scheduling of buildings and sites.

There are other numerous proposed policy and design guidelines for the conservation of historic buildings which are issued on occasional basis. Moreover, governments' intent, in the past years, was to issue calls and 'Expression of Interest' for areas to be regenerated which incorporates historic buildings, where the public was invited to provide feedback and suggestions on the draft for consultation.

### **2.5.5 Objectives of Regeneration for Tourism**

The 'Structure plan for the Maltese Islands' has identified the potential of utilizing historic buildings for the tourism and leisure industry (Ministry for Development of Infrastructure, 1990). Strategic policies in this document make reference to tourism and the built heritage within UCAs in town and cities and other potential areas which include different building typologies with potential for cultural and tourism related uses. This structure identified two policies, TOU 6 and TOU 9, which relate to the historic built environment and inform aspects of this research study. The stated objective in the Structure Plan for the Maltese Islands (Ministry for Development of Infrastructure, 1990) was that PA in consultation with Secretariat for Tourism (now referred to as MTA) and other relevant Government agencies formulate Development Briefs for six areas, that have potential for tourism accommodation and other tourism facilities. Such briefs normally take the form of Action Plans within relevant Local Plans, and have particular regard to urban conservation policies and guidelines. The zones identified in TOU 6 included Valletta and Floriana and the harbours on either side, which zones were subsequently included in the Grand Harbour Local Plan, approved by PA in 2002 (MEPA, 2014) and North Harbour Local Plan, approved by PA in 2006 (MEPA, 2014). In addition, Fort Chambray in Gozo was also one of the sites identified in TOU 6, later included in the Gozo & Comino Local Plan approved by PA in 2006 (MEPA, 2014).

By virtue of policy TOU 6 within the Structure Plan (Ministry for Development of Infrastructure, 1990) specific reference was made to large sites in need of regeneration and which have great tourism potential. The identified zones are rich in history and characterized by a number of fortifications that were abandoned and misused. Policy TOU 9 of the structure plan focused on UCA's strategy, the PA will

particularly encourage tourist development in the form of conversion, extension, and refurbishment of existing buildings and facilities.

Regeneration of historic places and buildings emerges amongst key factors in the shaping of urban fabric of the Maltese Islands. The improvement of the townscape and environment in historic cores and their settings emerges as one of the urban objectives in the SPED issued for public consultation (MEPA, 2014). The inclusion of historical urban areas of cities and historic cores of other numerous towns and villages as part of the Valletta 2018 (V18) ECoC concept is amongst the objectives of the Draft National Tourism Policy 2015-2020 (MTA, 2015).

## **2.6 Summary of Legislation and Policies**

Policy development for the protection of built heritage is relatively recent. Objectives for the conservation and protection of built heritage are guided by International Conventions and Charters. Malta harmonised its legislative framework in line with the EU, however the responsibility to safeguard built heritage and in setting up appropriate structures to pursue regeneration of historic buildings is vested in each member state.

An overlap of the functions for the scheduling process is vested in the PA and the SCH. In addition, scheduling of buildings is characterized by imposition rather than dialogue for which the property owner/s can only request a reconsideration or appeal.

The guiding objectives for regeneration are presented in the SPED (MEPA, 2015) that replaced the Structure Plan for the Maltese Islands (Ministry for Development of Infrastructure, 1990). Whilst the guidance for restoration of buildings are clear and focused, objectives for regeneration of historic buildings at national level remain vague within the SPED. It is thus the physical characteristics of the building fabric in terms of its restoration, that are guided rather than the targets that need to be attained by the regeneration process. Legal instruments were developed relatively quite recently, almost within the past three decades, and since then policies and

guidelines were developed for the conservation and preservation of historic buildings.

One may note that gaps identified in legislation and policies in relation to regeneration of historic buildings in the tourism and leisure industry are that policies focus on the historic buildings but lack attention to the historical contexts. Moreover, policies are focused on restoration but not on regeneration. Therefore, the objectives for regeneration remain unclear, thereby open to possible various interpretations. Public participation methods, as well as involvement of important stakeholders such as local councils and NCPD, are missing. Furthermore, despite the various coordination practices between different entities, there is no established structure of convening the stakeholders all together.

This chapter presented an overview of the conventions and charters that made major contributions towards the preservation and conservation of the built heritage. Member states of the EU through European parliament and the EC followed suit by virtue of EC Treaty and the development of appropriate frameworks to adopt international resolutions. This shaped the necessary legislative measures at national level to promote policies and guidance to safeguard built heritage and seeking adaptive reuse of historic buildings. Strategies by the national government including legislation, strategic plans and policy literature are reviewed. A review of the academic literature is presented in the next chapter.



## **CHAPTER 3 - SUSTAINABLE REGENERATION AND GOVERNANCE OF HISTORIC BUILDINGS**

A review of academic literature is presented in this chapter. As legislators and policy makers have developed legal instruments to pursue the objectives of the conservation and preservation of historic buildings, academics made parallel inroads examining different perspectives of historic building regeneration across the globe. In the previous chapter, it was explained how the relatively recent legislation aimed to safeguard cultural heritage of the Maltese Islands. Contributions by academics focused on the philosophy of conservation and preservation and its context over time where communities expressed contemporary meanings through the built heritage medium. Implementation of the overarching objectives through established legislative channels that inspired contribution of several researchers is reviewed in this chapter.

### **3.1 Overview**

Scholarly books and journal articles informed researchers about regeneration of historic buildings from various perspectives. Isolated historic buildings, historic building quarters, urban regeneration of historic areas and regeneration of towns and cities were all subjects of research areas by various scholars (Song, 2013). Other areas of research examined regeneration of specific building typologies including rows of houses, scheduled and listed buildings, fortifications and industrial heritage (English Heritage, 2013; Historic England, 2015).

Objectives and policies of historic buildings were discussed worldwide and have led to the formulation of various international conventions and charters which were adopted by several European and non-European countries (UNESCO, 2016). The EC has also informed the research in areas of regeneration (EC, 2014). Likewise, national governments, local and regional authorities and numerous organizations and entities in European countries followed suit. Extensive research on historic buildings, mainly in the United Kingdom (Song, 2013), has been carried. Urban regeneration is extensively covered in research, most of it related to social housing and regeneration of brownfield areas (UNEP, 2009).

### 3.2 Aim and Objectives of the Literature Review

The aim of the literature review is to critically analyse and identify gaps in academic literature in relation to sustainable regeneration and governance of historic buildings.

The objectives of the exploratory literature review were:

- To search in databases to explore previous literature and research relating to sustainable regeneration of historic buildings.
- To determine sustainable regeneration practices in relation to historic buildings.
- To identify gaps in the literature in relation to historic buildings.
- To inform the research methodology and method adopted with this research.

### 3.3 Search Criteria for the Literature Review

The literature search was carried out through the following databases: Avery Index Search, Business Source Complete and ProQuest Central. Academic documents pertaining to policy within the EC and Maltese Islands in relation to regeneration of historic buildings and literature on the regeneration of historic buildings for tourism and leisure industry were also searched. The keywords used to carry out this literature review are indicated in Table 3.1.

Table 3.1: Search terms and search strings used in this literature review

Search terms and search strings
1. Built heritage or heritage COMBINED with planning AND collaboration OR stakeholder AND authority AND local government OR local council AND tourism AND preservation OR restoration AND conservation AND urban regeneration OR renewal AND impact AND barrier* AND facilitator*
2. Built heritage or heritage COMBINED regeneration OR transformation OR urban regeneration OR preservation OR regeneration OR conservation OR sustainability OR heritage OR culture OR patrimony OR collaborat* OR association OR partnership OR alliance OR joint effort OR participation OR combination OR affiliation OR stakeholder OR shareholder OR participant* OR contributor* OR authorit* OR government OR jurisdiction OR tourism OR leisure OR travel

### **3.4 Regeneration of historic cores and buildings**

Regeneration of urban areas, historic buildings, towns and cities can be experienced worldwide. The past thirty years or more have showcased various contributions in urban regeneration. The tourism and leisure industry also attracted the attention for research. Yet, it lacks scholarly research on the regeneration of historic buildings specifically for the tourism and leisure industry (Dodds and Butler, 2010). Moreover, literature reveals that most of the studies of government policies are more of a normative prescriptive form that focused on what the governments should aim for, without a detailed examination of what has happened and why.

Doods and Butler (2010) highlight three important research areas for policies within the tourism industry. The first is the need to examine policy and implementation strategies to achieve sustainable tourism. The second is the identification and understanding of barriers so that policies can be implemented successfully. The third is the creation of framework to achieve successful implementation. It is argued that policy which facilitate regeneration of historic building also needs to be examined Doods and Butler (2010).

Dodds and Butler (2010) contend that where policies prevented overexploitation or overdevelopment, the implementation of policy was by far more difficult than the creation of policy. The ideas developed by Hardin (1968) in “The Tragedy of the Commons” and the interpretation given later by Brunckhorst and Coop (2003) termed the over-exploitation of resources as ‘tragedies’ in the light that most ‘users’ are after their own best interests at the expense of the societies at large.

#### **3.4.1 Preservation and Conservation**

The underlying rationale for the conservation of cultural built heritage is not substantially different from the conservation of movable objects as the core ideals remain constant and valid. Mansfield (2008) presents the following six reasons:

- Cultural built heritage is more visible and acts as historic and cultural reference points, as well as symbols of local and national identity or power.

- The scale and cost of cultural built heritage projects is likely to be far greater than many other objects. Under this criterion, it is only logical for the degree of scrutiny to be greater.
- Cultural built heritage can be experienced in different ways by its wider constituency who are likely to have diverse agendas toward it.
- The conservation process mediates between diametrically opposed forces – the pressure to change and those to preserve. In doing so it must provide various levels of utility to its existing and potential user-groups.
- There is no intrinsic incompatibility between saving the old because it has aesthetic, cultural and social value and the idea of adapting and integrating the old with the new to create vibrant environments reflecting contemporary patterns of work and recreation.
- While conservation work is frequently subject to tightly drawn and restrictive planning policies, the interpretation of the policies can be an added complication for the scheme architects. The need for the designer to comply with a further set of technical norms and standards, designed to ensure safety and efficiency, may deflect the solution in conservation terms.

Bateman (2001) argued that planners believe that they are the key holders to the knowledge of how the historic environment is best to be protected and that in many sensitive locations attempt to exert authority over the design solutions. In contrast, Hobson (2004) contends that there is a plurality of competing interpretations of conservation value between the various professional consultants engaged in conservation work and the general public's perceptions. While professionals generally operate under the auspices of public interest, it is possible that the public's awareness of heritage conservation is far wider than the professionals' relatively narrow academic focus or technical competence. This diversity undermines the legitimacy claimed by professionals by identifying a single conservation value to the exclusion of many possible other perspectives (Hobson 2004).

Particular contentions on the preservation and conservation of historic buildings are posed by large scale developments, predominantly in the urban form or

infrastructure related. Insensitive, poorly planned, badly executed and uncontrolled development are amongst the major negative impacts that undermines the delicate social tissue of historic areas (Marjanovic, 2014).

### 3.4.2 Authenticity

One of the most vital and enduring debates within the conservation field has centred on the nature of authenticity so exclusively that its concept has become as fragile as evanescent as it is pervasive (Lowenthal, 1999). In the wider sense, authenticity denotes the true as opposed to the false, the real rather than the fake, the original not a copy, the honest against the corrupt (Lowenthal, 1999).

Viollet-le-Duc (1854) proposed that restoration works should re-establish a building to a finished state which may never have actually existed at any given time. Miele (2005) argues that the essential proposition that the value of a historic building lies in its sheer age and its continuity of its materials over time. Miele (2005) emphasizes that the patina of age can be a badge of authenticity. These diametrically opposed positions continue to present a contradiction that practitioners must seek to resolve in their solutions.

### 3.4.3 Obsolescence

Lichfield (1968) distinguished physical, functional, and economical reasons amongst the main types of obsolescence. MEPA (2014) attributes physical obsolescence as one of the reasons of out migration from historic urban cores, mainly due to the age of the buildings and small rooms, lack of amenities and inadequate transport infrastructure. Appropriate incentives are required to pull back people in the urban cores. This is one reason why buildings become derelict. Various other types of obsolescence are identified in journals and policy documents (English Heritage, 2013). MEPA (2015) argues that availability of land outside the historic cores is a very attractive alternative for accommodation and several other building uses. Though void of the urban character, this remains a quicker and cheaper alternative to undertake costly maintenance in the old buildings (Douglas, 2006). The CoE report on endangered heritage indicated various reasons why heritage is in danger

(Marjanovic, 2014). Degeneration of built heritage is often the result of long term neglect and ignorance, by nature or man-made, in cases accidental while in others it is deliberate. Education for built heritage is crucial and lack of appropriate training will lead to harmful interventions that may speed up the decay of historic buildings. Large redundant buildings are often a result of institutional change which features amongst the largest conservation challenges (Marjanovic, 2014).

#### **3.4.4 Integrated conservation and sustainability**

Heritage is recognized as both engine and catalyst of socio economic development (Graham *et al.*, 2005; WTTC, 2016). In case studies of World heritage cities management, Pereira Roders and van Oers (2011) presented a clear evidence of the importance of having the World Heritage properties properly managed, their production and consumption potential, which in turn can provide many opportunities for social and economic development, both within the World Heritage cities and also for their wider geographical setting. Case studies clearly highlight a gap between theory and practice of cultural heritage management (Pereira Roders and van Oers, 2011). A holistic approach to heritage management and development links sustainability and conservation as two complementary processes that aim to achieve wise use of resources, continuity of supply and a minimum of intervention in the fabric of cultural identity. Tendencies in the culture-development discourse have significantly contributed to a shift towards the concept of cultural heritage (Loulanski, 2006a).

The role of heritage conservation in constructing local identity has attracted the attention of Yung and Chan (2013) who highlights the differences in evaluation of historic building conservation between policy makers, professionals and laymen. The cross-sectional survey study by Yung and Chan (2013) carried out amongst laymen and professionals evaluated the choice of five historic buildings amongst a suggested list of 25 and tried to determine whether these historic buildings should be conserved. The study revealed that laymen considered that architectural merit, social significance and historical significance are the determining factors whether a historic building should be conserved. During the same research, Yung and Chan

(2013) found out that cultural identity was not considered to be a statistically significant criterion for conservation for laymen respondents, as opposed to professional respondents. In addition, the same research reveals that more than 70% of the laymen and 80% of professionals think that 4 out of 5 demolished buildings should be conserved (Yung and Chan, 2013). However, both the public and professionals prefer to conserve more historic buildings than the government.

The concept of 'integrated conservation' was a major theme of the Convention for the Protection of the Architectural Heritage of Europe, generally referred to as the Granada Convention (CoE, 1985). Under this convention, the protection of the architectural heritage moves from an isolationist approach to become an integral part of the individual policies on economic, social and cultural development. It has moved toward defining and implementing sustainable goals for the historic environment and has explicitly recognized the contribution that the cultural built heritage could make to economic and community regeneration. Historic environment must be viewed as a stimulus to high quality new design and development (EC, 2014).

Ironically, the volume and behaviour of tourists are slowly destroying the very things that initially attracted them (Timothy and Boyd, 2003) and this not only undermines the policy direction but also the attempts to address the accelerated deterioration through the works of intervention. In the 'Structure Plan for the Maltese Islands' (Ministry for Development of Infrastructure, 1990) it is argued that tourism poses a challenge to the Maltese Islands as whilst it is of major economic importance, it is also a major factor in the environmental degradation of the islands, to a point (by then some said already have passed it) at which the very features attracting tourism are being destroyed.

In the built environment context, refurbishment, rather than demolition and rebuild, is an integral part of conservation (Mansfield, 2008). New use for old buildings is a peculiarly Western concept based primarily on economic requirements and escalating technology. This reinforces the attitude that heritage significance resides in the structure, and as long as the physical form is conserved, its heritage value is

assured (Mansfield, 2008). In an increasingly complex cultural heritage arena, it is imperative for conservation practitioners to not only keep abreast of the advances in technologies but also to keep focus on the various ethical challenges that emerge within each project (Mansfield, 2008). Different objectives between the tourism industry and preservation management are frequently cited in literature. Traditional conservation, preservation and use are put ahead of visitor attractions, management and planning (Worboys *et al.*, 2002) whilst others (Dodds and Butler, 2010) argue that the survival of such places is only possible due to the synergy between the tourism industry and the preservation of places.

A Comprehensive Sustainable Framework was also examined by Akkam and Akram (2013) in Baghdad. The conclusions reached demonstrate that to achieve a strategy of immediate sustainable conservation-led regeneration, the government should contribute to such conservation projects and support the formation of an institutional framework. The historic environment is an essential and integral part of successful regeneration strategies because it contributes to investment speculation, sense of place, sustainability, and quality of life. By adopting a conservation-led approach to the regeneration of the historic environment, we have been able to provide a focus for additional investment and new activities, thereby strengthening the economy of our historic areas. It helps improve business confidence, the pride of local communities and the sense of place, which all help to make the historic environment so popular (Historic England, 2015; Giannakopoulou *et al.* 2016).

Conservation led regeneration helps to create attractive places where people want to live, work, visit, and spend their leisure time, thereby underpinning a market-led return to urban living, and a full realization of the urban potential of our built-up areas, in accordance with sustainability principles in Akkam and Akram (2013). Five principles are recognized to create a framework for managing change in the historic environment:

- a) The historic environment is a shared resource
- b) Everyone should be able to participate in sustaining the historic environment
- c) Understanding the heritage value of places is vital



- d) Significant places should be managed to sustain their values
- e) Decisions about change must be reasonable and transparent, and consistent recording and learning from decisions is essential

Their partnering is consistent with all five principles of 21<sup>st</sup> Century socio-economic development: globalization, localization, diversity, sustainability, responsibility - and reinforces the five senses of quality communities – sense of place, sense of identity, sense of evolution, sense of ownership or share, and sense of community (Marjanovic, 2014; OECD, 2016a). Furthermore, being compatible with the long-term perspectives of sustainable development, heritage can be recognized as an essential cultural, social, economic and environmental asset contributing to the sustainable functioning of the three inter related systems: nature, society and economy (Loulanski, 2006b).

The State of the Historic Environment (2002) presents on the economic dimension of heritage, discussing its various contributions to sustainable development, environmental regeneration, tourism development, employment generation and others. In this direction, the newest joint-project is Heritage Works (English Heritage, 2013). Said to be the first publication of its kind, it combines the expertise of leading bodies into a new practical guide for developers, owners, practitioners or community groups for creating successful heritage-led regeneration projects. Heritage is considered important for assuring sustainability, since its proper reuse and adaptation can significantly reduce the amount of energy consumed and waste generated during demolitions and new developments.

#### **3.4.5 Building Conservation – Standards for Sustainability**

Sustainable development is a great challenge that the world is facing. Many tried to define sustainable development, the most often quoted is that provided by the Brundtland Commission as *“development that meets the needs of the present without compromising the ability of the future generations to meet their own needs”* (World Commission on Environment and Development, 1987, p.16).

One aspect of sustainable development is the direct link with low carbon cities and is one of the main challenges that the world is facing. It requires optimum use of resources, protection of the natural environment and minimum use of non-renewable resources. UNEP (2009) reports that 40% of the global energy use is consumed by buildings which produce a third of global greenhouse gas emissions. Therefore, the conservation of old and historic buildings provides several benefits. Amongst various factors, it eliminates the waste produced by the demolition and reconstruction process. Several studies identify the social, environmental, economic and political-institutional as the four main components of sustainability in the heritage conservation context (Valentin and Spangenberg, 2000; O'Connor, 2006; Langston *et al.*, 2008, English Heritage, 2013). Yung *et al.* (2016) suggest that the main important factors in achieving low carbon cities include efficiencies of buildings, recycle planning and low carbon technologies together with corporate social responsibility. The Department of Environment and Heritage in Australia (2004) states that adaptive reuse of buildings in lieu of demolition benefit from energy savings, reduces carbon emissions and provides an economic advantage through a recycled use of the building. In case of historic buildings, these environmental benefits, together with the social aspects of preserving a heritage building presents excellent sustainable model through making reuse of buildings.

At European level, EU countries are governed to follow European Directive 2002/92/EC (Energy Performance in Buildings). Malta introduced the Energy Performance Certificates through Building Regulations which is a requirement for new buildings and historic buildings, though some argue that certain exemptions are to be considered in the case of historic buildings (Godwin, 2011).

Godwin (2011) examined sustainability challenges in achieving building standards for historic buildings in the United Kingdom, and how this can be achieved not with the necessarily need of adopting new building technologies. Whilst recognizing that traditional buildings are already very good examples of sustainability, building regulations are increasingly more restrictive (English Heritage, 2013). For historic buildings, the overarching goal is retention of character of the area and local

distinctiveness and thus poses a greater challenge and undeniably some conflict of interest. A careful approach is therefore required in time where obligations to achieve sustainability are intertwined with legislative and cultural values towards the historic built environment.

#### 3.4.6 Adaptive reuse

Adaptive reuse of historic buildings remains fundamental and underpins sustainable government strategies and policies around the globe. Douglas (2006, p.147) defines adaptive reuse as *“any building work and intervention to change its capacity, function or performance to adjust, reuse or upgrade a building to suit new conditions or requirements”*. Examples of adaptive reuse of historic buildings have been presented in Europe (EC, 2010b), United States of America (Newman and Saginor, 2014) and Australia (State Heritage Office, 2012) and South Korea (Indera Syahrul *et al.*, 2015). In countries, such as Hong Kong, Langston *et al.* (2008) argue that appropriate levels of protection for heritage conservation in Hong Kong are lacking, since only the buildings that are declared as ‘monuments’ are subject to levels of protection. The same research concluded that in Hong Kong and Australia the cultural setting and the practice adopted for regeneration affect the adaptive reuse potential (ARP) of the historic buildings under consideration. Mean building age, forecast of physical life and annual obsolescence rate were amongst the other parameters that determine the ARP model (Langston *et al.*, 2008). Within the Maltese Islands, certain monuments are listed (also referred to as graded buildings or scheduled buildings) while other buildings of historic character are only given UCA designation in different categories and merit additional levels of protection. As described in the Burra Charter Article 21 (ICOMOS, 2013), *“adaption is acceptable only where the adaption has minimal impact on the cultural significance of the place”*. Contemporary demands thus impose continuous challenges within the heritage realm.

Studies contributed by Bullen (2007) and Velthuis and Spennemann (2007) contend that reuse of a building would require less material, less energy consumption and less pollution. Langston *et al.* (2008) acknowledge also that reuse of buildings, does

not only contribute to low carbon emissions but also conserve significant heritage values and it is all these benefits combined together that makes adaptive reuse of buildings as perfect examples of sustainable development.

Bullen and Love (2010) and English Heritage (2013) presented also the complexity of the various factors which determine whether a building is suitable for reuse. It is also understood that reuse of buildings having historic significance is more complicated and more challenging than reuse of the 'ordinary' type of buildings. ICOMOS (2013) addresses compatibility of uses of heritage buildings and emphasizes the appropriateness of potential reuse of heritage buildings. ICOMOS (2013) suggests that there should be minimal impact on the heritage significance of a building and its surroundings, and any interventions should be clearly read as a contemporary layer that provides and adds value to the future of the building (Department of Environment and Heritage Protection, 2004). It is stated that an item of cultural heritage is not intended only for preservation and conservation but also for improvement. It is argued that the degradation process commences on the day of its origin and, therefore, appropriate maintenance can only slow down its degradation. In most European countries, restoration of monuments and other preservation projects are mainly funded from private sponsorships, donations and companies, which are encouraged by governments through the system of tax incentives (EC, 2008).

#### **3.4.7 Conservation and Economic Discourse**

The argument between “conservation discourse” and “economic discourse” in heritage conservation is inevitable. The research objective in a study carried out by Bachek *et al.* (2014) was to identify strategies for a balanced approach between development and preservation. Cost considerations and various cost factors associated with adaptive reuse of buildings was studied by a number of authors (Douglas, 2006; Department of Environment and Heritage Protection, 2004) who believed that conversion of old buildings to adaptive uses turns out to be cheaper than to demolish and rebuild. Later studies by Douglas (2006) and Kohler and Yang (2007) highlight that the issue of whether costs of adaptive reuse turns out to offer

cheaper solutions in terms of costs is still debatable. The method adopted by Miles and Paddison (2005), underpinned by the idea that culture can be employed as a driver for urban economic growth, has become a shared doctrine among the majority of urban planners during the last two decades.

From interviews conducted with private investors and real estate developers, Swenson and Stenbro (2013) found out that in order to create economic growth, three factors are of vital importance:

- a) The density of the newly built up areas at the site has to be high
- b) Old and new building stocks in the areas have to be attractive to an audience with a great purchasing power
- c) Social, cultural and environmental responsibility can end up as something that is primarily taken in order to brand a redeveloped area commercially.

The study concludes that due to the way in which it provides a particular characteristic to the area, industrial heritage has been used as a marketing tool to attract visitors. Activating cultural heritage in new contexts contributes to a more important role than preservation as such in these transformation processes (Swenson and Stenbro, 2013).

### **3.5 Governance for regeneration**

#### **3.5.1 Policy Implementation**

Good policies, formulation and implementation require extensive research and input from the people who will be responsible for implementing the policy and those at the grass root level (Dodds and Butler, 2010). The implementation process on a prescriptive level normally involves a plan review following stakeholder contribution, formal and legal adoption of the plan incorporating land use zoning and other regulations, integration in local plans, continuous monitoring and the adjustment of programmes and plans. Inskeep (1991) and Crosby (1996) add also the need of a formal review and revision of the plan on a periodic basis.

Policy makers must be convinced that a policy is strong, defensible, logical and plausible and be possible to implement, otherwise it cannot be supported. In addition to this element of confidence portrayed by European Association Historic Towns and Regions (EAHTR) (2009) recommend analysis related to policy implementation measures including the plan of action and the appropriateness of organizational structures and adequate resources to support policy implementation. Policy making and its process consists of several phases. Geurts and Joldersma (2001) distinguishes between the 'formulation' stage of policy and the 'implementation' stage, though boundaries of which are often blurred, since ambiguous situations at implementation stage and further policy insights would generally require redrafting of policies (Geurts and Joldersma, 2001).

### 3.5.2 Social Capital

Kupisz and Jaoslaw (2013) assessed the role of cultural heritage in enhancing social capital in Great Britain and Poland. These countries differ significantly with respect to the level of social trust and involvement of residents in NGOs, yet both reflect well the broad array of impacts of heritage on social capital (Kupisz and Jaoslaw, 2013). The concept of social capital has become popular not only among academic researchers but also with public authorities. Social capital has been the subject of analyses by major international organizations such as the World Bank and OECD (2001).

Culture and cultural heritage forms basis of general discussions on the construction of social capital (OECD, 2001; Scrivens and Smith, 2013). Despite this, it seems that there is a dearth of in-depth reflection on the typology and diversity of possible links between social capital and cultural heritage (Graham *et al.*, 2005). Heritage buildings, institutions and sites as well as immaterial heritage may be the main theme and inspiration for the creation and enhancement of social capital or the physical space where such development takes place. Links between heritage and social capital are the following (OECD, 2001; Graham *et al.*, 2005):

- Heritage helps in creating community hubs
- Heritage is expressed in identity, it generates pride, sense of place and belonging

- Many celebrations and festivities are heritage related
- Generations are linked through heritage.
- Role of heritage in attracting new residents and support of their integration with the local community
- Symbolic meanings are promoted through heritage thereby promoting social inclusion. tolerance respect for diversity, including needs and potential of social and ethnic groups in danger of exclusion
- Community is integrated through the collectiveness of achieving important heritage goals
- Heritage has a major impact on urban renewal and regeneration

Heritage may also, usually indirectly, cause the loss or weakening of social capital due to conflicts between heritage conservation and local development goals, the role it plays in gentrification or its dysfunctional use (Scrivens and Smith, 2013). Different actors might have diametrically opposed visions of local development, ranging from development based on preservation and local use of heritage or development focused on its external (i.e. tourist) users wishing to completely exclude heritage from local development. The latter as a burden rather than a development asset (Lees *et al.*, 2008). Market-led urban regeneration can be accompanied by gentrification process that bring about questions of shared visions between existing communities and newcomers, representativeness and empowerment (Jacobs and Dutton, 2000).

### **3.5.3 Social Economic Development**

Loulanski (2006b) recognized heritage as both engine and catalyst of socio economic development. Graham *et al.* (2005) identified three main economic dimensions of heritage:

- heritage as “an economic sector in itself”, often referred to as the heritage industry
- heritage considered as “one element in economic development alongside others, frequently exercising a catalytic or integrating role in development projects” due

to its capacity to attract economic activities and accommodate economic functions

- heritage as an instrument in the management of economies at various spatial scales from the international to the local, as for example in the creation and promotion of place images for dominant economic purposes (Graham *et al.*, 2005)

### 3.6 Community involvement in regeneration

Relations between tourism and host communities provides issues that merit detailed research. Larsen and Valentine (2007) researched why communities consider tourism as an asset to parks while others perceived conflict with park preservation. Main reasons that transpired from semi-structured interviews with participants from host communities featured poor communication regarding tourism policies which produced infighting, turmoil organizational climate, loss of congruence amongst stakeholders and low morale. This supports findings of Ashforth (1985, p.842) asserting that *“it may be futile to attempt to understand or alter a climate without first considering the culture that may have given rise to it and likely sustains it”*.

Built heritage is no longer interpreted in the historical and architectural terms but in all various forms of cultural and societal aspects. Heritage role is a representation of national identity and a revenue generator. Some authors describe the shift in heritage role to provide economic and social benefits to a much wider scale and social inclusiveness (Clark, 2001; Throsby, 2008). Conservation support does not come only from the minority (upper middle class and the elite), but is supported on a much larger and wider scale (Hobson, 2004).

The participation and involvement of residents is considered essential for the success of the conservation programme (Rasoolimanesh, 2017). The Burra Charter emphasizes that heritage conservation cannot be sustained without community participation (ICOMOS, 2013). Moreover, public participation in culture heritage management can resolve conflicts (WTTC, 2016) where collaboration is considered



to be one of the important pillars to ensure proper policy development (Innes and Booher, 2003).

### **3.6.1 Public Participation**

A wide spectrum of methods involving traditional and innovative public participation characterise the planning process in various countries. Some are aimed at eliciting views while others aim to empower the community. They are useful for generating options at a strategy-making stage or for specific decisions such as option selection. Certain methods require participants to give an immediate view while others allow time for deliberation. In some instances, these are based around particular service areas while others are more general in nature. Integration of methods optimizes the achievement of the objectives of both participants and decision-makers (Petts and Leach, 2000). OECD programme concluded that consultation programmes should be flexible, making information available early in the process and at low cost, take the form of a continuing dialogue with a wide range of interests, be transparent and become a habit rather than a set of procedures (OECD, 2001).

Public participation and consultation practices were studied by Petts and Leach (2000) to assess public involvement in decision making. Petts and Leach (2000) argue that two main reasons which contributed to public participation are decline of trust in decision-makers and the increasing democratic deficit. The statutory guidance is to develop a close and responsive relationship with the public, local authorities and other representatives of local communities, regulated organisations and public bodies with environmental responsibilities (Department of the Environment, 1996).

Stein and Harper (2003) argue on the importance of not labelling individuals or groups, as this often makes it difficult to reframe planning concepts and this impedes constructive dialogue which may lead to appropriate solutions. Understanding power imbalance and local distortions is a key issue in planning. Haeley (1997) highlights its importance so that the planning process will be designed in such a way to address inequalities. Bugg (2012) examined a case study of a development application for

an Islamic School in an overwhelmingly Anglo-Australian area in Sydney. The community highly objected to this application, which was ultimately refused on grounds of incompatibility with the area. Planners and local residents were interviewed, and public participation transpired as a measure of legitimacy. Uneven power networks characterized the planning process as supporters of the Islamic school were excluded from participation. The minority stakeholder, in this case the religious group, was examined within the power network and privilege of local Anglo-Australian residents and planners. This case study demonstrates highly and very significant uneven levels of power, and where knowledge and available resources are minimal to the minority group (Bugg, 2012).

The circumstances examined by Bugg (2012) in the case of the Islamic school are significantly different from the collaborative planning ideal where all stakeholders have a voice (Haeley, 1997) and from Habermas's ideal of democratic debate and decision-making based on consensus. It thus can be argued that in contrast to Habermas's ideal, the Islamic school application is seen more in the context of the Focouldian approach (Stein and Harper, 2003) where planning is more collaborative with the power structures rather than collaborative between stakeholders.

Forms of public participation within the planning process and decision making process in Malta was established by the DPA (1992). Act VII of 2016 (PA, 2016) allows for different forms of public consultation processes. Participatory methods in Malta are based on the rationale that the general public is informed with the process of policy making and decision taking. Procedures to prepare policies, plans and their reviews stipulates that the PA shall publish the intended matters and considerations for the policies, plans and their reviews and shall give opportunities to the public, organisations and entities to make their representations. In addition to this provision, PA is obliged to publish the policies, plans or revisions together with submissions received from representations and the comments of the Authority to the respective representations. Legislation have established passive consultation practices; however, the adoption of the Aarhus Convention engages more public participation

in the consultation process and the decision making process. The final decision remains that of the Authorities both in policy making as well as decision making.

### 3.6.2 Public Participation Methods

Public involvement in decision making should not merely be a consultation upon a preferred decision (Mahjabeen *et al.* 2009) but supports both institutional legitimacy and the “bottom-up” approach to decision-making (Arnstein, 1969; Mahjabeen *et al.* 2009). It should allow those with a weak voice to exert influence on decision outcomes (Haeley, 1997) and to feel some degree of ownership of the issue. It is also something to be valued in its own right. Petts and Leach (2000) asserts that public participation should meet three primary purposes: legitimacy of decision-making, enhancement of democracy and enlargement of citizenship. EAHTR (2009), in addition, recognizes the educational benefits of public involvement.

However, the process may become long and messy, compromising decisiveness (De Vries, 2000). Public involvement also implies an additional cost, particularly if financial support for the public involvement is required. If public participation is operated at a local level within a national organization, local differences in approach may arise. This could lead to complaints from industry or stakeholder about uneven playing field. Irvin and Stansbury (2004) argues that in some cases experts might make more robust decisions than the public because they are able to think in the longer term and can better appreciate all the technical aspects of the decision. Petts and Leach (2000) and Mahjabeen *et al.* (2009) indicate various aims of public participation, each of which with a corresponding applicable method level. These aims vary widely and include satisfaction of statutory requirements to consult and resolve conflicting views, to increase transparency, to increase defensibility, to change people’s views about an issue through education, to improve services, to determine needs and desires, to empower citizens and to enable social learning. Petts and Leach (2000) argue that the one case in which the public should probably not be involved in decision-making is when the aims of doing so are unclear or contested. Furthermore, where decisions have already been made, and there is no room for change or manoeuvre as a result of public comment, then participation

motives and activities will not be trusted (Petts and Leach, 2000; Irvin and Stansbury, 2004).

### **3.6.3 Private Public Partnerships**

Urban development through private public partnerships (PPP) in the Euro-Mediterranean region was examined in the Euro Mediterranean region: Italy, France and Greece (Liu, 2014). Mediterranean countries lag behind in PPPs for urban regeneration projects after examining the three case studies in the context of cultural, administrative and legal backgrounds. Through PPPs the numerous traditional separated contracts are transformed into one single entity, with the advantages of economies of scale, time saving, cost reductions due to innovations and higher quality (EC, 2003). Since the costs of works are financed by the private sector, it equates to social justice, as the burden of the financing of the project is no longer on the tax-payer but on the end user. In partnership agreements, the demands of the local communities are more likely to be engaged within the project so it is essential that conditions to investments are attractive to the private and the public sector (Liu, 2014).

Following the recognized need of PPPs, the EU embarked on a legal framework to support and promote such partnerships (EC, 2003). Regional development funding by the EU also allowed the member states the promotion of local and regional PPPs. It is concluded that PPP's promoted effective governance and achieved sustainability due to social benefits, economic developments and environmental considerations. Past experiences of PPPs promoted by the local government in the three Mediterranean countries examined are limited, and the need for PPPs needs to be promoted further and encouraged.

### **3.7 Funding Mechanisms**

Mechanisms of financing investment in immovable cultural heritage are widely debated (Ivanc and Vrencur, 2014). The debate about the financial feasibility of adaptive reuse is high among investors, planners, policy makers and heritage advocates. The old argument that it is more profitable to demolish the old brick box

and replace it with a new structure have left the streets of many cities across North America and Europe with abandoned and neglected sites (Nart, 2008). Traditionally, investors and owners of such properties have shown minimal interest in investing in the rehabilitation and reuse of these buildings. Governments at all levels have in fact started implementing a wide range of programs and policies to stimulate private investment in old, abandoned and underutilized buildings. However, few jurisdictions have taken full advantage of the potential economic, social and environmental opportunities that these types of investments entail.

### **3.7.1 Financing through Private Public Partnerships in Tourism**

Prelipcean and Boscoianu (2010) explored the difficulties of financing tourism infrastructure effected by the global crisis. The decrease in tourist demands, lower occupancy rates, rehabilitation costs and modernization costs have added to the risks in the tourism sector. In this context, PPPs financing the tourism sector must be analysed in the economic recovery process.

Preservation of heritage sites and the promotion and marketing of destinations is considered to be amongst the main advantages of PPP. Prelipcean and Boscoianu (2010) contend that the fragility of the market could be minimized by decreasing the risk of financing and increased operational efficiency. PPP's are very vulnerable in the aftermath of the crisis, mainly due to the cost of credit, availability of funds, lower growth in the sector and unpredictable fluctuations of international currency rates of exchange.

The study suggests intervention measures to mitigate the adverse impacts of the crises such as output-based cash subsidies, tax breaks, subsidies, concession extensions allowing ample time for private partners in ensuring project viability, special grants to make projects more attractive, minimum revenue guarantee mechanisms, debt guarantee, equity measures guaranteeing equity values (where private partner can sell to government at pre-established prices), and step-in rights in case of failures on part of the contractor (re-tendering of the PPP by government) (Prelipcean and Boscoianu, 2010). Prelipcean and Boscoianu (2010) contends that

public-private partnership financing tourism infrastructure becomes a viable option to meet gaps in demands related to tourism infrastructure.

### **3.8 Summary of the Literature on Sustainable Regeneration and Governance**

Academic literature presented in this chapter focused on the objectives of regeneration in relation to historic buildings and how different agencies at local, national and international level formulated and adopted policies to pursue the objectives of regeneration. Different agencies adopted different strategies in shaping up policies to suit the demands of the tourism and leisure industry. Policy making and policy implementation strategies were discussed together with other aspects affecting policy. These included organisational structures, community involvement and stakeholder participation based on environmental, social, economic and cultural dimensions. The reviewed literature revealed that over the past three decades, concepts of governing has shifted to governance through the “bottom-up” approach rather than “top-down”. Moreover, the review found a paucity of scholarly research for regeneration of historic buildings specifically for the tourism and leisure industry. The contribution of this industry in the European and Maltese context are described in the following chapter.

## **CHAPTER 4 - TOURISM AND LEISURE INDUSTRY IN THE MALTESE ISLANDS**

This Chapter presents a brief overview of the international developments of tourism and leisure industry worldwide with a focus on the Maltese context. Statistics of travel patterns across Europe are described thereby illustrating the dynamism of the tourism market around the Maltese Islands with special attention to travel patterns within the Mediterranean region. Direct and indirect employment within the various sectors of the economy in Malta reveal the importance of the tourism and leisure industry for the Maltese economy. Presented statistics highlight five consecutive yearly records of inbound tourism as main attributes of the economic development in Malta, noting however that this industry remains subject to extrinsic factors.

### **4.1 International developments in Tourism and Leisure**

Tourism and leisure industry regained growth since the international turmoil in 2009 and is expected to register further positive trends in the coming years (OECD, 2016a, b; UNWTO, 2015, 2016; WTTC, 2016). UNWTO called for increased responsibility so that growth in the tourism sector is underpinned by sustainability principles and 2017 was declared as the "International Year of Sustainable Tourism for Development" (UNWTO, 2017a). Whilst it is argued that tourism generates negative impacts, to some extent at unsustainable limits, UNWTO contends that a parallel increased responsibility towards inclusiveness, equity and peace is shaping this industry. Tourism and leisure are thus powerful tools in striving to achieve the seventeen goals of the 2030 Agenda for Sustainable Development. Over 1.2 billion outbound travellers and over 6 billion domestic travellers shaped the industry worldwide in 2016 stimulating economic activity, creation of jobs and generated income for many (WTTC, 2016).

Instrumental for international development is the growth in tourism which has been targeted in obtaining the 2030 Sustainable Development Goals (SDG's) adopted in 2015 (UNWTO, 2017b). Aims for provision of decent work for all and achievement of sustainable consumption and production are to be achieved through the contributions and efforts by the tourism and leisure industry. Policies for Tourism and leisure are thus crucial for the deliverables of SDG 8: "Promote sustained, inclusive

and sustainable economic growth, full and productive employment and decent work for all" and for deliverables of SDG 12: "Ensure sustainable consumption and production patterns".

Contribution of the tourism industry to the economies is considered as a vector for development that generates jobs and is instrumental in fighting poverty. In addition, promotion of local culture and products together with gender equality can be achieved by tourism. Year 2016 was the seventh consecutive year of sustained growth following the global economic and financial crisis of 2009. A comparable sequence of uninterrupted solid growth has not been recorded since the 1960s. As a result, 300 million more international tourists travelled the world in 2016 as compared to the pre-crisis record in 2008. International tourism receipts grew at a similar pace in this period (UNWTO, 2016). Therefore, tourism has shown strength and resilience in recent years and continues to grow strongly and contribute to job creation and the wellbeing of communities around the world, despite many obstacles, especially those in relation to safety and security (UNWTO, 2016).

Highest regional growth figures for 2016 were in Asia and the Pacific as well as Africa. Substantial growth (8%) was registered for both regions in international tourist arrivals followed by the Americas (4%) growth. European countries had fluctuating figures with double digit growth in certain countries whilst others experienced a decrease in international tourist arrivals, averaging an overall increase (2%). The Middle East was the only region that registered decline in international touristic arrivals (-4%). Projections by international experts for 2017 remain positive with international tourist arrivals worldwide to grow at a rate of 3% to 4%. Asia and the Pacific and Africa are both expected to register a substantial growth (5% to 6%). A slightly lesser growth (4% to 5%) is expected in the Americas. Europe is predicted to register growths by 2% to 3% while the highly volatile Middle East region is expected to shift the decline of 2016 to a growth of between 4 to 5%. Experts are very optimistic that the year 2017 will continue to build on the success of previous years.



## 4.2 The European context

Regional results for 2016 show that tourism patterns are very dynamic within the European region. UNWTO (2016) attributes the shift in travel patterns mainly for safety and security challenges. Northern Europe registered the highest growth (6%) and lesser growth was registered in Central Europe (4%). This contrasts with the marginal growth registered in Southern Mediterranean Europe (1%) and Western Europe which remained flat. This implies that the Southern Mediterranean countries are facing certain challenges that need to be addressed in the region.

### 4.2.1 Tourism statistics in EU Member States

In statistical context tourism refers to *“the activity of visitors taking a trip to a destination outside their usual environment, for less than a year”* (Eurostat, 2016). Statistics for tourism are currently limited to at least one overnight stay. Statistics for the tourism industry are according to Regulation 692/2011 concerning European statistics on tourism and repealing Council Directive 95/57/EC that entered into force in the year 2012. This regulation was adopted by the European Parliament and the Council of the European Union in July 2011 (Eurostat, 2016).

There are two main components of statistics within the EU, those on the supply side for tourism and those on the side of demand for tourism. The supply side statistics measures the carrying capacity and occupancy of collective tourism accommodation. Capacity of collective tourist accommodation is a measure of the number of establishments that service tourism accommodation, including the number of beds and bed places. Data is compiled annually and grouped according to the type of and location of the establishment. Occupancy statistics of collective tourist accommodation refer to the number of arrivals (at accommodation establishments) and the number of nights spent by residents and non-residents, separated into establishment type or region. Occupancy statistics are generally gathered on a monthly basis and is generally analysed on a monthly, quarterly, seasonal or yearly basis. In addition, statistics of occupancy rates, that measures use of bedrooms and bed places are also compiled (Eurostat, 2016). Tourism supply data for statistics in most EU Member States are gathered via surveys filled in by

accommodation establishments, while statistics for the demand of tourism are mainly collected through traveller surveys at border crossings or through household surveys.

#### **4.2.2 Tourism flow**

Tourism can be for a variety of reasons, the main purposes identified are generally business, leisure or personal reasons. Statistics across the EU-28 member states reveal that in 2012 nearly two thirds (61.1%) of the population within the EU-28 member states aged fifteen and over travelled for personal purposes with participation rates ranging widely from Romania (25.1%) to Finland (85.5%). Travel patterns of residents aged fifteen and over across EU member states varies with high margins mainly influenced by geographical locations or size of the country (OECD, 2016a, b).

As a matter of fact, statistics for 2014 reveal that almost one fourth of the total number of trips across the EU-28 member states were for destinations abroad while the remaining three quarters (74.9%) were domestic trips. This pattern is not followed by small sized countries such as Malta and Luxembourg where domestic trips is limited due to the small size of the country and thus high percentages of people travel abroad. The contrary applies to Spain, Portugal and Romania, which present a different scenario with major domestic tourism, and no more that 10% travelling abroad (Eurostat, 2017). More than half of all trips (57.5%) are short-term from one to three nights.

#### **4.2.3 Tourism capacity**

Over half a billion-tourist accommodation establishments had been active in 2014 within the EU-28 member states. Altogether these provided around 31 million bed places, with almost one third (32.2%) of which were supplied in France (5.1 million) and Italy (4.8 million). The United Kingdom, Spain and Germany rank behind consecutively. The international economic and financial crisis impacted the tourism industry in the EU with a short-lived downturn on the number of nights spent in touristic accommodation in 2008 and 2009. This was, however, recouped a year

later with a positive trend that continued in the years to follow, reaching a peak of 2.7 billion nights (+1.8 %) in 2014 as indicated in Table 4.1 (Eurostat, 2016).

Table 4.1: Number of tourism nights spent in tourist accommodation with EU-28 (Source: Eurostat, 2016)

<b>Year</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>
<b>Growth</b>	-0.6%	-2.1%	4.7%	3.3%	4.3%	2.1%	1.8%

German residents top the lists in spending nights abroad followed by residents of the United Kingdom (UK), accounting for more than half (50.4%) of the number of nights spent in-between them from the total of the EU member states altogether in 2013. With respect to population size, Luxembourg residents are the highest who spent nights abroad with an average of over 25 nights in 2013. Spain was the most common destination for non-residents in 2013 accommodating over quarter of a billion nights (260 million) representing 21.5% of the EU-28. Italy, France and UK followed with 187 million nights, 131 million nights and 105 million nights respectively. Altogether these four countries represent over half (56.6%) of the total non-resident market share spent within the EU. Data specifically related to heritage accommodation is lacking.

#### 4.2.4 Economic impact of tourism

Aspects of tourism and leisure industry and its contribution towards the economic sector is of high relevance in measuring economic development (OECD, 2016c, d). International travel receipts and expenditure, GDP and employment are of main consideration. The contribution of tourism and leisure towards indirect employment and its effect and impact within the entire tourism supply chain is subject of analysis by various national and international organisations (OECD, 2016b, c, d; UNWTO, 2016; WTTC, 2016). Data on international travel receipts and expenditure reveal that Spain and France ranked highest with international travel receipts in absolute terms with EUR 49 billion and EUR 43.2 billion respectively while Germany on the other hand ranked highest in international travel expenditure with EUR 70.3 billion. Spain recorded net receipts of EUR 35.4 billion in 2014 while Germany recorded highest

deficit of EUR 37.6 billion in international travel receipts. However, data on the economic impact brought by heritage is lacking.

International travel receipts relative to GDP provide data on the component that the tourism industry contributes to national economies and hence its relevance within the economy. Data from the balance of payments that includes business travel and pleasure travel in 2014 identified Croatia with highest ratio of international travel receipts relative to GDP (17.2%) followed by Malta (14.4%) and Cyprus (12.3%). This ratio confirms the importance of tourism and leisure for the economic development in these countries (Eurostat, 2016). The contribution of tourism and leisure industry towards the economic development of Malta can be directly observed from employment generation and job creation. The share of employment in the tourism industries in the total non-financial business economy in Malta stood at 17%, ranking the highest amongst member states of the EU.

#### **4.3 Tourism and Leisure industry in Malta**

The Maltese Islands experienced the origins of mass-tourism in the late 1970's and 1980's that spearheaded development of hotels and apartments predominantly along the coast. Malta is highly dependent on the tourism and leisure industry. Annual total international arrivals are five times the population of Malta, thus impacts of tourism on the Maltese Islands are of utmost consideration especially in view that the Maltese Islands are densely populated. The contribution towards the economic sector generates employment in various sectors to accommodate and support the tourism and leisure industry. In addition, the capital expenditure required for the tourism and leisure industry generates employment in construction, infrastructure, transport and real estate.

Over the years, tourism in Malta started shifting from mass tourism to heritage tourism. It is argued that the presentation of historic buildings and historical contexts for the tourism and leisure partially address the management of visitor flows due to the variety and exposition of history and culture that can be presented within the Maltese Islands (Foxell and de Trafford, 2010). In addition, such attractions are not

just during the peak seasons but all year-round attractions thereby address seasonality. Research on profiling of tourism in Malta for 2015 (MTA, 2016a) shows that culture was one of the the main reasons that attracted more than one-third (35.4%) of the tourists visiting Malta, as depicted in Figure 4.1. This was also reflected by international literature identifying ‘culture’, in addition to ‘nature’, ‘budget’, ‘adventure’ and ‘freedom’, as being one of the top five motives for pleasure travel (Aziz and Affin, 2009). This has not only increased the awareness of the cultural heritage component of tourism but relieved pressure posed by mass tourism on the environment mainly on the island’s coast (Foxell and de Trafford, 2010).

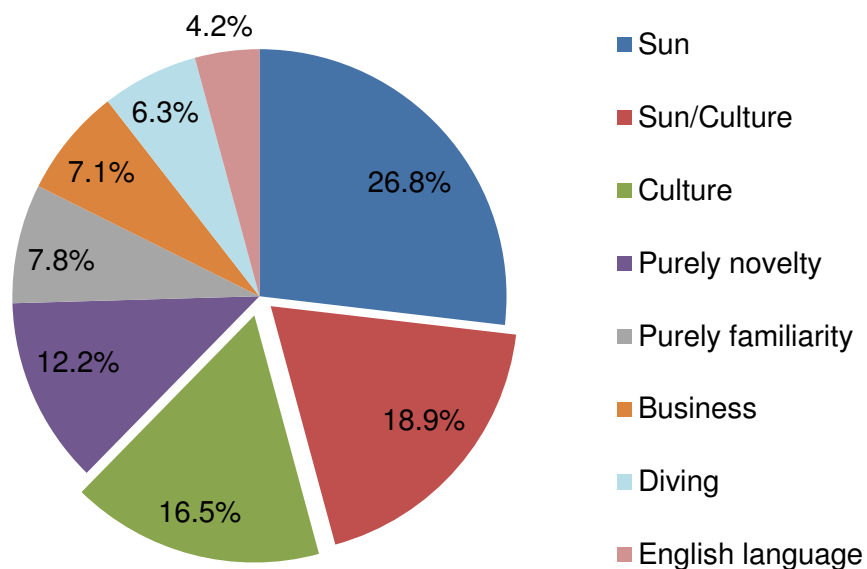


Figure 4.1: Main tourism segments, 2015 (adapted from MTA, 2016a)

A strong characteristic of tourism in the Maltese Islands is that it is highly diversified and seasonality is lower than average in comparison to other destinations in the Mediterranean. Despite this, it is argued that tourism on the Maltese Islands is still highly seasonal, with the summer months generating a peak of tourism inflow (Ministry for Tourism, 2015a, b). This is partially attributed to the attractiveness of Malta’s coast. Maritime activities and water sports also contributes to further tourism inflows. During the rest of the year heritage tourism gain precedence offering the rich cultural visits. Top cultural activities of tourist participation in 2015 included

sightseeing (83.4%), visiting historical sites (77.9%) and visiting churches (68.1%) (MTA, 2016a). Whilst festas/folks/festivals and music/concert attract less than 10% of tourists, over 75% of tourists is attracted to historical site visits, as shown in Figure 4.2. This significantly indicates the relevance of historical sites for the tourism in leisure industry in Malta.

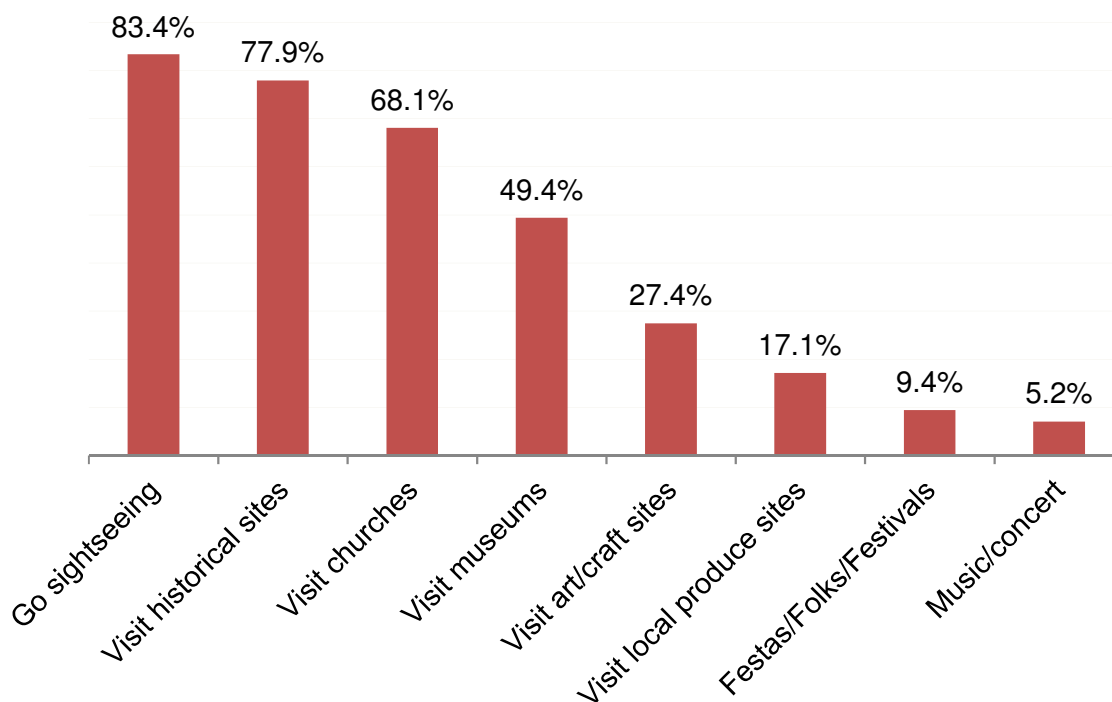


Figure 4.2: Tourist participation in cultural activities, 2015 (adapted from MTA, 2016a)

#### 4.3.1 Determinants of international tourist arrivals to Malta

Tourism is dependent on intrinsic factors but highly vulnerable to extrinsic factors. While research is crucial for the development of the tourism sector, acknowledging the contribution to government policy and decision making, it is argued that factors beyond Malta's control remain highly determinants of tourism inflows. These are mainly relevant in economic crisis or political crisis (UNWTO, 2016).

The Ministry for Tourism (2015b) identified seven key factors that are determinants of international arrivals. These include (a) economic growth in source countries

(increased tourism is expected with more economic growth in source countries), (b) price competitiveness with respect to exchange rates; the fact that Malta is an island connectivity and associated costs are crucial, (c) impacts on tour operators and market conditions affecting tour operators of source countries, (d) international marketing and promotion, (e) political developments mainly in source countries and (f) perceptions of security within the Mediterranean region. The above might impact negatively or positively on the Maltese tourism and leisure industry.

### 4.3.2 Key tourism indicators

#### 4.3.2.1 Inbound tourism

Following the 2009 global economic and financial crisis that impacted inbound tourism in Malta, tourism flows recouped, with 2014 setting another record for inbound tourism growth for the fifth consecutive year, reaching over two million in 2014, as shown in Figure 4.3.

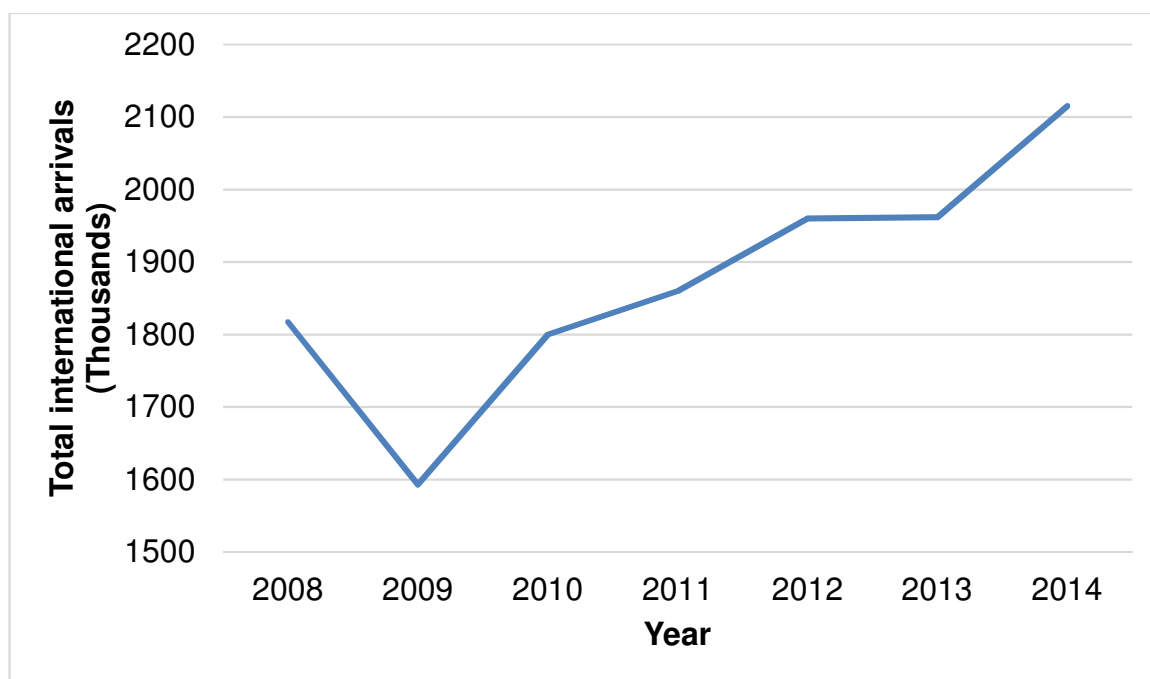


Figure 4.3: Inbound tourism in Malta from 2008 till 2014 (Adapted from OECD, 2016c, d)

Inbound tourism profiling illustrates that half of the total international arrivals is shared by the top five markets. Inbound tourism from United Kingdom, Italy,

Germany, France and Spain altogether shared almost half (48.4%) of the total international arrivals in 2008 and 2012 while over 51.2% was shared in 2013. On basis of overnight visitors, Malta's main market share is the UK by 28.9% (OECD, 2016c). Overnight stays by international visitors amounted to 13.5 million in 2014, reflecting an increase of 4.9% on 2013. The cumulative average length of stay stood at 8.0 nights. However, the component of accommodation within heritage buildings could not be identified.

#### **4.3.2.2 International receipts and expenditure**

Contribution of tourism in the Maltese Islands amounted to 1.7 billion US dollars in the Balance of Payments for 2014 (1.28 billion euro as per annual average European Central Bank (2017) exchange rate). This reflected an increase of 5.9% over the previous year. This is equivalent to of 17% of the total service exports. Though a decrease of 17% in international receipts featured in the year 2009 from the previous year, a constant increase was registered for the years that followed totalling to over 50% increase in five years. Total international expenditure registered fairly constant gradual increases by 30% within the six-year period from 2008 to 2014 (OECD, 2016d). Figure 4.4 depicts the total international receipts and the total international expenditure of the tourism industry for Malta.



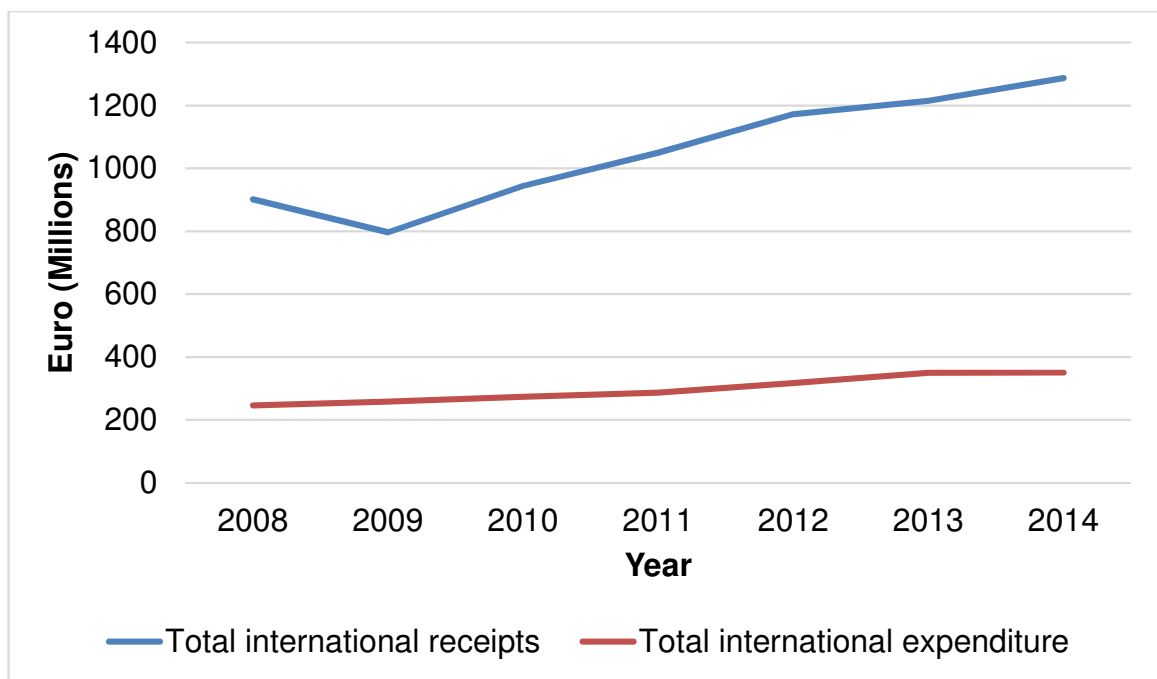


Figure 4.4: Total international receipts and the total international expenditure of the tourism industry for Malta (Adapted from OECD, 2016d)

#### 4.3.2.3 Employment generated by tourism in Malta

Tourism generates direct employment for various sectors in the supply chain. Over the years 2008 till 2014, an average of one third of the total employment in the tourism industries is generated by accommodation services for visitors. This is followed by the food and beverage servicing industry which caters for one-fifth of the total employment in tourism. A constant increase in direct employment was noticed in the cultural industry which increased by 70% from 2008 to 2014, representing over 17% of direct employment in tourism industries (OECD, 2016d). Expenditure by tourists in Gozo, including domestic tourism, amounts to around 50% of Gozo GDP. This generates one fifth of the total employment in Gozo (Ministry for Tourism, 2015b).

Employment generated directly by the tourism industry was almost 23,000 jobs in 2014. This represents 13.5% of total employment in Malta, a slight decrease from 2013 when Malta ranked highest country of percentage share of employment generated by the tourism industry amongst OECD counties, data of which is still unavailable for the years that follow (OECD, 2016c). Higher profitability levels were

recorded across all categories of tourism accommodation, which led to an average increase in wages across the tourism industry which are among the lowest in the Maltese economy (Ministry for Tourism, 2015b).

#### **4.3.3 Tourism Governance and Funding**

The portfolio within the Ministry for Tourism includes tourism, tourism studies, aviation and film industries. Different political administrations have combined the portfolio of tourism with culture, and at certain times was amalgamated with the portfolios of Environment and the one of culture. Tourism is represented by a variety of stakeholders participating within the MTA, which is the national authority responsible for tourism on the Maltese Islands and the Institute of Tourism studies. Tourism zones are administered through the Foundation for Tourism Zone Development that convenes national authorities, local governments and other stakeholders. MTA supports the development of tourism policies related to the presentation of heritage and heritage accommodation, in some circumstances with other national authorities and stakeholders. The Ministry for Tourism, like other ministries are funded by national government (OECD, 2016c).

Over the years, Malta has accumulated a vast body of regulations which seek to govern tourism service providers such as accommodation, catering establishments, travel agents and tourist guides. As tourism evolved, the need to revisit the regulatory framework has risen to the top of the list of priorities. In 2014-15 a major exercise has been undertaken with the dual objective of:

- Simplifying the extensive regulatory framework by removing overlaps and narrowing the number of relevant legal notices to a more manageable and logical quantity,
- Changing the spirit of the law to ensure that the regulatory framework is better equipped to react and adapt to the rapid change prevailing in the industry rather than continue to act as some sort of deterrent against it (MTA, 2016c).

A number of issues are faced by the development of tourism and leisure in the Maltese Islands, mainly the risk and stability of the source markets and political

instability, especially those within the Mediterranean region. The geographical position of Malta poses further challenges due to its insularity as connectivity is heavily dependent on air travel. The small size of the country makes domestic tourism unattractive for Malta though this is of benefit to the island of Gozo (MTA, 2015). The challenges for the Maltese tourism market is to maintain peak volumes in the peak season while diverting growth into off-peak periods.

The National Tourism Policy for 2015-2020 stresses the need to address quality, managing visitor numbers and reduce seasonality as three priority issues that guides development of tourism in Malta (MTA, 2015). The entire value chain of the tourism industry needs to be underpinned by the interrelation of these three priority issues that will seek successful and sustainable activities for added value to the Maltese Islands. The management of the number of visitors remains crucial due to the high number of visitors, especially in the peak season. This approach is rather a shift from capping visitor numbers and therefore strategies by stakeholders might need to be revisited and act in synergy (MTA, 2015).

#### **4.3.3.1 Policy direction**

The Government of Malta, through MEAIM focused on implementing Operational Programme (OP) 1 Priority Axis 2 with the objective to promote a sustainable and competitive tourism industry able to reach its maximum potential for growth and to re-affirm its central role in Malta's economic activity. Such objectives were attained by:

- Ensuring support so that the tourism product is upgraded
- Marketing of the Maltese Islands as a prime destination offering diverse attractions
- Supporting tourism and culture operators in improving competitiveness.

These objectives are attained through three priority sectors, including product development, niche market development and branding and aid schemes to tourism / cultural undertakings (MTA, 2015; OECD, 2016c).

#### **4.4 Summary of tourism and leisure industry in the Maltese Islands**

Reusing Historic buildings for tourism and leisure can provide a perfect medium in achieving visitor attractions of quality throughout the year, thereby contributing added value in the tourism supply chain. Their utilisation therefore contributes to maintain tourism flows addressing the three priority sectors of the National Tourism Policy for 2015-2020. This reinforces the synergy between the host community and the traveller.

The statistics presented in this chapter are encouraging with respect to constant growth in international travel receipts and inbound tourism. The employment generated by tourism highlights the importance of the tourism and leisure industry for the Maltese Islands. The sustainable development of this industry remains crucial to maintain contributions towards the direct and total contribution of national GDP.

Contrary to an array of data provided for the tourism industry, specific data on leisure industry is not available. There is a high degree of overlap, however, as a major part of tourism incorporates the leisure component. Data presented in this chapter do not include the leisure component that is generated by the activities of the entire inhabitants of the Maltese Islands. Such leisure component also generates economic growth and employment.

## **CHAPTER 5 - RESEARCH DESIGN AND METHODOLOGY**

The focus of this chapter is research philosophy and methodology. Different research methods are presented and potential research methods will be considered in order to address the research questions of this thesis. The reviewed merits and demerits of qualitative and quantitative research methods informed the selection of the appropriate research methods for this study.

### **5.1 Overview of chapter**

The research philosophy, methodology and quality assurance in research are presented in sections 5.2 to 5.4. The rationale to the research approach in the study is described in section 5.5.

### **5.2 Research philosophy**

Research is a process which is distinguished by various paradigms. The way in which research is influenced has been the subject of contributions by various scholars through identifying the philosophical paradigms applied in research. Crotty (2005), Creswell (2007), Creswell and Plano Clark (2011) and Wahyuni (2012) have identified beliefs which directly influence research studies.

Crotty (2005) identifies the philosophical dimension of epistemology, or philosophical paradigm as the theory of knowledge which is embedded in the theoretical perspective and identifies methodology as the action plan, or the shaping of the strategy to conduct a research study. Wahyuni (2012) presents also the philosophical beliefs of ontology as the view of how one perceives reality, and axiology as the ethical values considered in the research.

The research process as defined by Crotty (2005) constitutes four chronological components of epistemology followed by the theoretical perspective to inform the methodology and establish the method. This sequential approach which is the structure and logic with the techniques adopted for the collection of data and its analysis is explained throughout this chapter. Figure 5.1 illustrates the sequential approach of the four basic components of the research process.

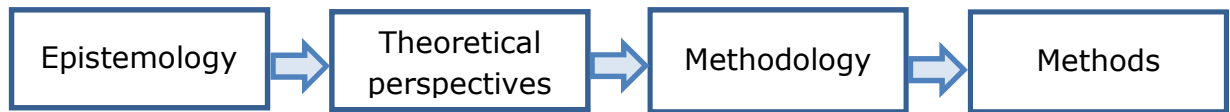


Figure 5.1: The research process [Adapted from Crotty, 2005]

### 5.2.1 Epistemology

Different epistemological stands are based either on objectivism proclaiming that social groups or entities are independent to experiences and consciousness, constructivism asserting that individuals construct and give meanings in various ways and subjectivism which understands the meanings attributed in social phenomena (Crotty, 2005).

### 5.2.2 Theoretical Perspectives

The four theoretical perspectives are paradigms that were given meanings by Morgan (2007) as worldviews, model examples, shared beliefs and epistemological stances, and by Kuhn (1970) as an investigation guided by basic belief system.

#### 5.2.2.1 Positivism

Brooms and Wills (2007) identify the positivist paradigm as a rigour methodology in a constant reality. It is argued that in the positivist stance quantitative research methods can assess facts in an assumed political and social neutral knowledge base, where realities in research are constructed independent of perceptions of society (Rubin and Rubin, 2012).

#### 5.2.2.2 Interpretivism

The interpretivist, also referred to as the constructivist paradigm, acknowledges the interpretation and exploration of the historical and cultural social world (O'Leary, 2004), where the subjectivity of truth is recognised (Baxter and Jack, 2008), and where understanding of people's interpretations and assignments of the meanings to events becomes the core knowledge (Rubin and Rubin, 2012). Broom and Wills (2007) contends that the ontological observation in the interpretivist/constructivist

paradigm is supported by qualitative research where the focus of researchers is oriented on how much perceptions and attitudes are clearly represented by the data.

#### **5.2.2.3 Transformatism**

The transformative paradigm emerged from a critique of the positivist paradigm. Creswell (2014) contends that the theories of positive stance lacked to address social justice that did not cater for marginalised individuals or groups which were neither addressed by the constructivist stance. This led to the development of the transformative stance (previously also referred to as advocacy/ participatory stance) in the 1980s. The transformative stance accepts the realities of negotiations within the political context, and is frequently supplemented with qualitative research methods (Creswell, 2014), though both qualitative and quantitative research methods can be applied (Mackenzie and Knipe, 2006).

#### **5.2.2.4 Pragmatism**

The pragmatic paradigm acknowledges both the singular (positivists) and multiple (constructivists) realities (Creswell and Plano Clark, 2011), and is not dedicated to any particular philosophical ideology (Mackenzie and Knipe, 2006). It is characterised with mixed methods research (Onwuegbuzie and Leech, 2005) and is associated with the benefits of optimising the advantages of the qualitative research methodology and the quantitative research methodology (Creswell, 2014). It is argued that in the pragmatism stance researchers tend to follow philosophical dualisms whereas tradition dualisms of objectivism versus subjectivism are rejected (Johnson and Onwuegbuzie, 2004).

The architecture of this research study builds on the benefits associated in the pragmatic stance and seeks to adopt mixed methodologies. Quantitative questionnaires and qualitative interviews have been carried out for stage 1, followed by qualitative interviews for stage 2 and focus groups for stage 3 for triangulation purposes.

## **5.3 Research Methodology and methods**

### **5.3.1 Quantitative research studies**

Quantitative methods are generally associated with the positive stance (Mackenzie and Knipe, 2006). Numerical data and statistics are generated from strict objective measures which are defined by formulae as can be seen from the following methodologies:

- Descriptive research – examines real-life situations in order to determine frequencies and meanings of phenomena under investigation (Burns and Grove, 2011)
- Correlational research – exploring to determine degree between variables without introducing any intervention (Burns and Grove, 2011)
- Casual research – experimental research whereby dependent variables are observed against altering independent variables (Walker, 2005)

#### **5.3.1.1 Data collection in quantitative research**

Data collection in quantitative terms is commonly gathered through cross-sectional research or through experimental research. For the former, Matthews and Ross (2010) contends that data is captured through survey methods which generally require a particular sampling method to select participants. In experimental research, however, there is an assumption that changes or differences are measured through a variable that is manipulated by the researcher (Matthews and Ross, 2010). Cross-sectional research design was utilised in the initial phase of this research study that involved participants, where data was required to be gathered at a fixed particular point. Polit and Beck (2008) recommend cross-sectional survey designs as the most appropriate method for capturing the occurrences at a particular point in time.

#### **5.3.1.2 Data analysis in quantitative research**

Data generated in quantitative terms provides numerical information which can be analysed using various methods (Moule and Goodman, 2014):

- Descriptive statistics whereby numerical data is organised so that outcomes of a particular research study can be described



- Correlation coefficient whereby strengths between variables are measured and influences of variables are taken into account.
- Tables and charts that illustrate and represents numerical data and related findings.
- Inferential statistics that utilise data and generalise patterns of data.

#### 5.3.1.3 Content analysis

Content analysis is widely utilised in quantitative and qualitative research. This method describes and quantifies phenomena (Sandelowski, 1995) where words and phrases are associated to content-related categories which describe the phenomena (Throchim and Donnelly, 2008). Through this process, the researcher develops theory by identifying 'concepts' and describes analytical process through 'categories' are developed (Kyngas and Vanhanen, 1999). Content analysis is mainly utilised to interpret data in qualitative research through open questions. Though it is a measure of qualitative data, it is considered as a quantitative and systematic technique which measures, or better counts, occurrences that are being studied. Through this process, the occurrences are coded, and the number of occurrences of each code is counted (Treadwell, 2014).

While scholars highlighted advantages of method applying content analysis as 'content-sensitive' (Krippendorff, 1980), and the benefits of the flexibility that content analysis offers in terms of research design (Harwood and Garry, 2003), others attributed critique on content analysis, notably Morgan (2007) who argued that this method of analysis is not sufficient as a qualitative research tool and Weber (1990) who contends that this technique is too simplistic and will not lead to detailed statistics for analysis.

Two approaches associated with content analysis are the inductive and deductive methods. If there is lack or fragmentations of knowledge, Elo and Kyngas (2008) recommend an inductive approach to content analysis, where specific data is broadened and 'generalised' (Chinn and Kramer, 1999). Elo and Kyngas (2008) recommend that inductive content analysis is suitable where no studies have been

carried out that deal with the phenomenon under investigation, or where knowledge on the subject is fragmented. The deductive approach represents a shift where the 'general' is translated to the 'specific' (Burns and Grove, 2011). Inductive and deductive methods in content analysis process are represented mainly by the preparation, organizing and reporting phases (Elo and Kyngas, 2008).

### 5.3.2 Qualitative research studies

Definitions of qualitative research offer the researchers one specific philosophical stance intrinsically linked to the 'interpretive' of the structure of the analytical results (Denzin and Lincoln, 2005; International Consortium for the Advancement of Academic Publication, 2015). Generally, this stance contrasts with the positivists and thus incompatible (Guest and MacQueen, 2008).

For instance, Denzin and Lincoln (2005: 3) define qualitative research as:

*"A situated activity that locates the observer in the world. It consists of a set of interpretive, material practices that makes the world visible. These practices transform the world. They turn the world into a series of representations, including field notes, interviews, conversations, photographs, recordings, and memos to the self. At this level, qualitative research involves an interpretive, naturalistic approach to the world. This means that qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomena in terms of the meanings people bring to them".*

More recently, the Social Science online dictionary (International Consortium for the Advancement of Academic Publication, 2015) defined qualitative research as:

*"Research using methods such as participant observation or case studies which result in a narrative, descriptive account of a setting or practice. Sociologists using these methods typically reject positivism and adopt a form of interpretive sociology".*

### 5.3.2.1 Qualitative data collection

Qualitative methodological approaches gather data on experiences of individuals or groups (Nagy Hesse-Biber, 2010), and examines the psychological attitudes of social behaviour (Sahu, 2013). The following five qualitative research methods employ an interpretivism paradigm:

- Phenomenology – whereby the meaning of a phenomenon is explored. Phenomenology provides very deep understanding through knowledge of particular lived experiences (Petty *et al.*, 2012)
- Ethnography – the understanding of description and interpretation of ethos by employing participant observation methods or interviews (Teddlie and Tashakkori, 2009)
- Grounded Theory – the development of a theory on the basis of participants' data who are experienced in the phenomena examined (Petty *et al.*, 2012)
- Case studies - the examination of an individual case or multiple cases through data collection from multiple rich sources (Baxter and Jack, 2008)
- Narrative research – the written text or spoken text of chronological events (Czarniawska, 2004)

Qualitative research stems out mainly from the linguistic mode, where conversation is the most dominant and frequent method to produce data. Main methods applied are interviews, focus groups and case studies (Jonker and Pennink, 2010).

One-to-one interviews are the most suitable form of interviews if the researcher is trying to extract perspectives from individuals. One-to-one interviews are considered to be characterised by certain disadvantages. They are considered to be an intensive and intrusive to the participants (Frith and Gleeson, 2012) and are also considered as time-consuming methods of data collection (Matthews and Kostelis, 2011).

Case studies are considered as a useful method for the purposes of exploring variables and in considering new ideas (Siggelkow, 2007). This method has also various advantages in particular that of exploring phenomena, contextually and within real-life (Yin, 2009). Direct observations, one-to-one interviews and various

secondary sources are all sources of information that are associated with case studies (Yin, 2009).

Focus groups are a group of interviews whereby data is generated by a number of research participants (Kitzinger, 2006). Focus groups have the advantage that participants indulge into discussions elicited by the perspectives of the various participants, which are consequential to the interaction of the group where experiences can be similar or varied.

Data can be gathered in several ways (Guest and MacQueen, 2008) but within the context of this research data from elicitation methods or data collected from the visual techniques was excluded to prevent any bias on participants' responses. Instead, the research utilised the most common form of data which is produced by means of in-depth interviews, focus groups and open-ended questions questionnaires.

#### **5.3.2.1.1 Qualitative data collection: Use of one-to-one interviews**

One-to-one interviews were carried out following the questionnaires employed during the first phase of the study. Bates *et al.* (2008) identifies three types of qualitative interviews as research methods for social sciences. Interviews can be 'structured', 'semi-structured' or 'unstructured'. In the case of structured interviews, the interviewer follows pre-set, scripted questions which are followed rigorously without any deviation, without requesting further clarifications. On the other extreme unstructured interviews allow free flowing conversation, questions are initiated and discussed and the interviewer can add or delete any question. Semi-structured interviews are asymmetrical where the interviewer may answer for any clarifications and add or delete probes (Bates *et al.*, 2008).

Qualitative interviews have various advantages and disadvantages within qualitative research. Bates *et al.* (2008) contend that conducting interviews are essential when the goal of the researcher is to acquire a thorough understanding from narratives, have a clear understanding of the experiences supporting expressed opinions or

concerns, obtain clarifications required from confusing statements and acquire explanation of any complicated events.

Outcome of the interviews does not depend only on the guide questions. Bates *et al.* (2008) highlight the importance of conversational skills and besides inform the researchers on differences between interviews and conversation. An interview differs from conversation in that research imposes a social role, active listening of participants and focus on particular topics and where the interviewer faces the challenge to obtain full responses (Bates *et al.*, 2008). It is argued that interviewing skills are essential to aid conversation turn-taking, to know the appropriate time allocated to questions and when to move on to other topics or subject during the interview.

Reasons for considering one-to-one interviews in this research include:

- An interpretivist paradigm applying principles of phenomenological inquiry is appropriate so that experiences of current practices and policy development can be explored and examined.
- One-to-one interviews will allow participants to express their ideas and also express their experiences.

#### **5.3.2.1.2 Qualitative data collection: Use of focus groups**

Focus groups have been utilized in the concluding phase of this research. Following the questionnaires in phase 1 'A' and the one to one interviews conducted in phase 1 'B' and phase 2, an additional research tool was required to bring together the participants of all the phases in this research.

Published work on focus group dates back since 1926 when Bogardus, cited by Morgan (1997) described group interviews, which were later reported to be utilised post World War II as a tool to assess people's social reactions (Kitzinger, 1994). Recent utilization of focus groups can be seen in works of Jochemsen-van der Leeuw *et al.* (2011) and Bassett-Clarke *et al.* (2012).

Discussion in focus groups can be stimulated through the different opinions of the group's participants, allowing opinions to become more elaborate and discussed, which will help also in the appraisal of opinions. Frith and Gleeson (2012) argue that silent individuals are also encouraged to discuss their opinions while in focus groups and besides participants are generally more encouraged to engage in discussions even if the subjects can be embarrassing.

Focus groups have also several limitations. Some individuals are unwilling to participate, either because they find it very difficult to express their opinions with others or due to their busy lifestyle (Firth and Glesson, 2012). It could also be the case that participants in focus groups do not keep the subject matter in focus and deviate to discuss irrelevant topics in relation to the study under consideration. There could also be participants who are in minority or fear that their views will be viewed badly by others, and thus do not actively participate in the focus group (Firth and Glesson, 2012). Notably, in focus groups, the interaction amongst participants might undermine the researcher's influence on the group. This can be considered both as a strength and as a weakness as whilst the researcher must not influence participants, it is crucial for the researcher to guide the discussion that remain relevant to the topic under research.

Reasons for considering focus groups for this last phase of the study include:

- It advocates triangulation purposes.
- As an interpretivist paradigm applying principles of phenomenological inquiry, focus groups are appropriate to explore and further examine the experiences of current practices and policy development.
- Focus groups involve group discussion, where the principal researcher can take into account how participants approach the subject matters, how they engage in discussions and what is their reaction. Bowling (2009) contends that discussion in focus groups is encouraged by the group dynamics. It gains several insights where certain issues are pursued in depth. Interaction within a focus group also highlights attitudes of participants and the priorities that participants prioritize in

their discussions. This is always useful because attitudes emerge beyond and to certain extent independent of responses to direct questions (Kitzinger, 2006).

### 5.3.2.2 Data analysis in qualitative research

It is often perceived that the research methods adopting the quantitative approach cannot reconcile with the interpretive stance while a qualitative approach is incompatible with a positivist stance. Whilst some argue in favour of such perceived stances, Guest and MacQueen (2008), on the contrary, argue that it is what the researcher does with the data that matters and not the method adopted, which can attest whether the stance was positivist or interpretivist or a combination of both.

It is therefore appropriate to distinguish clearly between the data collection and the analysis conducted afterwards on the data. Bernard (1996) argues on the failure of such distinction from the part of researchers. The difference between the types of data analyses was later graphically illustrated by Guest and MacQueen (2008) as depicted in Figure 5.2.

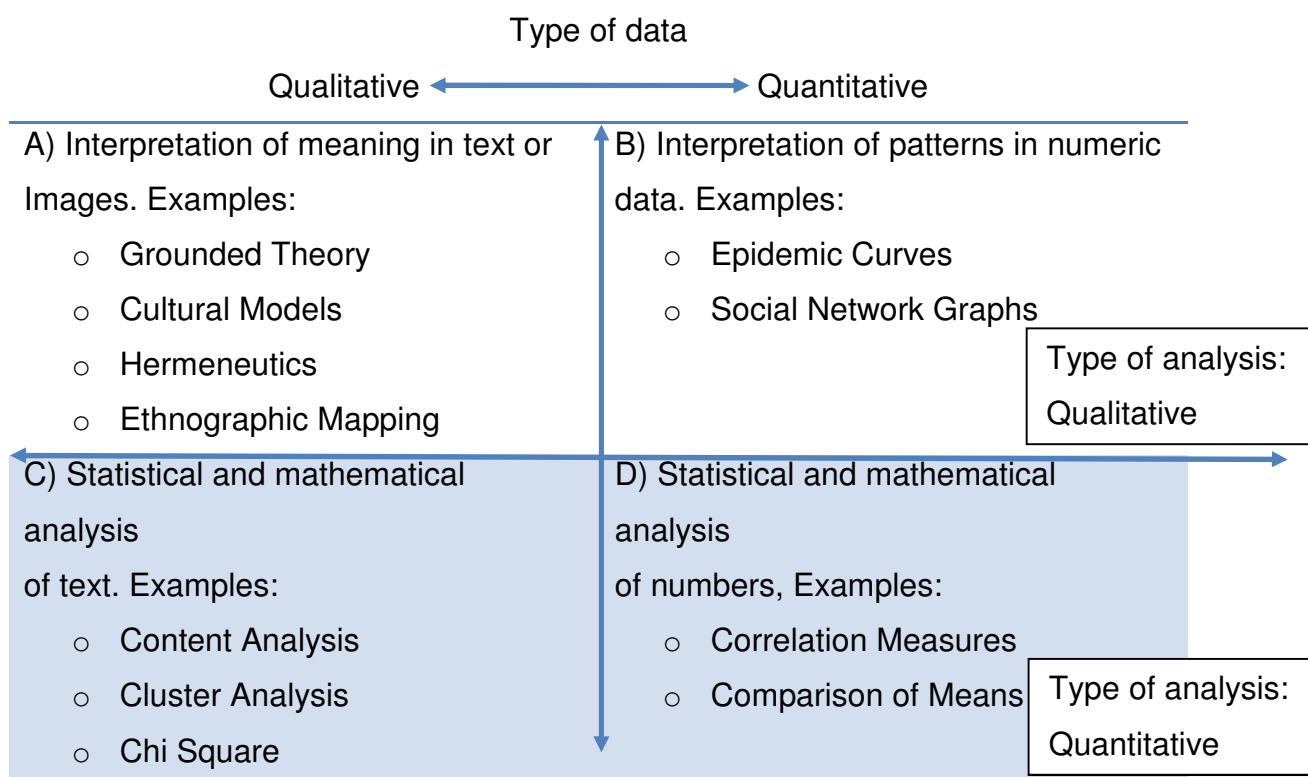


Figure 5.2: Difference between qualitative and quantitative data analyses (adapted from Guest and MacQueen, 2008)

Table 5.1 presents a summary of the main differences between the ‘exploratory’ and the ‘confirmatory’ data analysis in qualitative research (Guest and MacQueen 2008).

Table 5.1: Main differences in qualitative data analysis between the ‘exploratory’ and the ‘confirmatory’ (adapted Guest and MacQueen, 2008)

<b>Exploratory (“content-driven”)</b>	<b>Confirmatory (“hypothesis-driven”)</b>
Specific codes are not predetermined	Specific codes predetermined
Codes are derived from the data	Codes are generated from hypotheses
Data usually generated	Typically uses existing data
Typically uses purposive sampling	Typically employs random sampling
More common approach	Less common approach

Guest and MacQueen (2008) contend that, in the ‘exploratory’ approach, researchers seek to establish the key words, the themes and the trends that will feature the data before even analysis. In contrast, the ‘confirmatory’ is driven by the hypothesis that the researcher is interested to examine. Thus, in the ‘confirmatory’, the researcher has already determined the research categories irrespective of the content of the data.

Guest and MacQueen (2008) argue that although there is a clear distinction between the inductively collected and hypothetical data, the exploratory methods applied to the qualitative analysis does not mean to be theoretical. Theory, although implicit, remains the foundation, that guides researchers in what to examine and how to examine.

Researchers may be interested in the language. In such circumstances, methods of analysis include conversation analysis, discourse analysis, ethnomethodology, narrative analysis, and symbolic interactionism. In cases, where interpretation of a meaning or culture or where analysis is required to comprehend views of individuals and particular experiences, the most common approaches are framework approach, grounded theory and thematic analysis (Braun and Clarke, 2006; Ritchie *et al.*, 2014).



### 5.3.3 Sampling in quantitative and qualitative research

Two main types of sampling methods exist, random and non-random, each with a number of advantages and disadvantage. Random sampling is most commonly used in quantitative methods, such as simple random sampling, stratified random sampling, cluster sampling and stratified sampling. One very important aspect to generalise findings in quantitative methods is that the sample 'represents' the population being surveyed (Newell and Burnard, 2011).

Non-random sampling is more commonly associated with qualitative methods, examples of which include convenience sampling, volunteer sampling, quota sampling, purposive sampling and snowballing.

In the context of this research, measures of random sampling were considered for the questionnaires sent out to mayors of the local councils. Taking into consideration the small population of local councils, it was decided that the total population will be included. Sampling was however required for the pilot tests of the questionnaires. Whilst considered to be more associated with qualitative methods, purposive sampling was used to select participants for the pilot study, to ensure participation of key individuals with expertise who could also provide content validity of the questionnaires.

Sampling is a multidimensional thorough process in qualitative research where the sampling size and the sampling selection methods should ensure saturation where data is continually generated to a point where no further new data emerges (Leech, 2005). Sampling techniques can be random or non-random. Coyne (1997) recommends theoretical sampling or purposive sampling.

Participants of the interviews and the focus groups were selected by purposive sampling, in accordance with selected criteria that can better suit and inform this research study. Various parameters were considered for recruiting participants as tabulated hereunder. In the case of community representatives, snowball sampling technique has been adopted.

#### 5.3.4 Code structures generated during data analysis

Figure 5.3 illustrates the four-stage analysis to identify themes (Braun and Clarke, 2006).

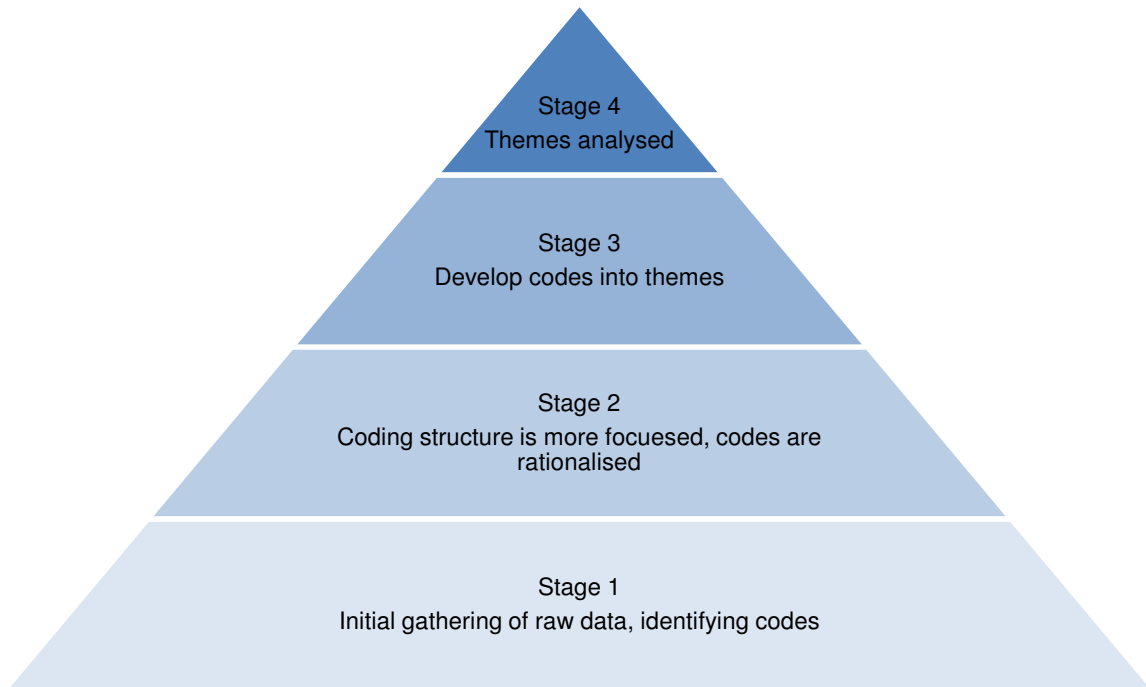


Figure 5.3: Stages of development from codes to themes (adapted from Braun and Clarke, 2006)

##### 5.3.4.1 Framework approach to develop code structure

The framework approach employs extrapolation of data and codes, tabulated in rows and columns respectively (Ritchie *et al.*, 2014) to form a matrix, which when interpreted will provide a framework of data (Gale *et al.*, 2013). Through the framework approach, typologies and categories of data ‘emerge’ which in addition provide the researcher with descriptions and explanations of the significant features (Bradley *et al.*, 2007; Gale *et al.*, 2013). This is a common form of approach applied in thematic-based research conducted generally through transcripts of interviews and focus groups. Gale *et al.* (2013) contend that the framework approach is easily adopted to various analytical methods as it is not associated with any specific epistemological approach, nor it is linked with a particular philosophical or theoretical stance.

#### 5.3.4.2 Grounded theory to develop code structure

Grounded theory has been defined as set of methods that “*consist of systematic, yet flexible guidelines for collecting and analysing qualitative data to construct theories ‘grounded’ in the data themselves*” (Charmaz, 2006, p.2). Ryan and Bernard (2003) describe the four simple steps to develop grounded theory as: 1) read verbatim transcripts, 2) identify possible themes, 3) compare and contrast themes, identifying structure among them, and 4) build theoretical models, constantly checking them against the data.

In the case of grounded theory, the code structure stems out to be a purely inductive exercise where the codes are associated with concepts that emerged from the data (Bradely *et al.*, 2007). This method is used to identify parallels and dissimilarities between different data groups and processes in order to generate a theory (Glaser and Strauss, 1967). Through this method, categories are created, analysed and compared with other groups.

#### 5.3.4.3 Thematic Analysis to develop code structure

Thematic Analysis is a method whereby patterns of data are identified, reported and analysed. In this manner, the data that is being utilised for analysis (the data set) is organised to be described in detail (Braun and Clarke, 2006) and more often where aspects of the research areas are interpreted (Boyatzis, 1998). Thematic analysis has been promoted as the most useful instrument to capture *the* complexities of meaning within a contextual data set (Guest and MacQueen, 2008). Thematic analysis requires the active role of the researcher to interpret data. It is not just the mere counting of words and phrases focus around keywords or codes. In thematic analysis, the researcher needs to focus to identify and describe both implicit and explicit ideas within the data, that is themes (Guest and MacQueen, 2008). The codes, once developed, will represent the researcher with the themes, linking them to the data for eventual analysis (Guest and MacQueen, 2008). Analysis includes the comparison of code frequencies and identification of co-occurrence of codes, represented graphically to illustrate the interrelationship between the codes and data. According to Guest and MacQueen (2008), the analysis produced by the

thematic stance can be more of concern than the 'word-based' approach described earlier because there is more interpretation in the definition of the data, and its application, in the former stance than the latter approach, which becomes much more of concern if research is carried out by multiple analysts (Guest and MacQueen, 2008). Thus, crucial becomes rigour in in thematic analysis. Guest and MacQueen (2008) suggest strategies for ensuring rigor in the analysis process including 'monitoring', 'improving inter coder agreement' and 'reliability'.

Thematic analysis has been applied quite extensively in qualitative analysis (Holloway and Todres, 2003). Thematic analysis sets certain fundamental and core skills which are applied in qualitative research methods (Braun and Clarke, 2006), as the process of "*thematizing meanings*" is generally a shared skill applied in qualitative analysis (Holloway and Todres, 2003).

Thematic analysis has been divided into six phases (Braun and Clarke, 2006):

1. The researcher familiarises him/herself with the data: transcribing, reading and re-reading the data, noting down initial ideas.
2. Initial codes are generated in a systematic fashion across the entire data set, collating data relevant to each code.
3. Potential themes are searched.
4. Themes are reviewed, generating a thematic 'map' of the analysis.
5. Themes are named and defined.
6. The report is produced.

#### **5.3.4.3.1 Data analysis of one-to-one interviews and focus groups in this study**

In this study, due to the great flexibility of thematic analysis, it was used to analyse one-to-one interviews and focus group discussions. The following procedure, as suggested by Braun and Clarke (2006), was adopted for one-to-one interviews and will be used for focus group discussions:

1. Semi structures interviews were transcribed *verbatim*. Transcription was made within the same day that the interview was carried out to ensure accuracy.

2. The data produced was checked against the recording twice and was checked again by another researcher.
3. For ethical reasons and to present true data as much as possible, the transcript was sent to the participants so that they can correct or revise any issues which seemed inappropriate. This measure was intended from the outset so that the analysis will be carried out on what really the participants wanted to say and express and thus avoid any misunderstanding. The participants were asked to send any comments in writing if they deemed so.
4. Data was coded and potential themes were identified independently by two researchers. Codes were later compared and case of discrepancies highlighted.
5. Themes were compared to each other and to the original data set and those matching each other were grouped together.
6. Analysis of data focused on a clear interpretation of the data with main data extracts illustrating the analytical narrative.
7. Each step within the process of analysis was documented.

### 5.3.5 Mixed Methods research

In employing mixed methods methodology, researchers consider multiple viewpoints, different positions and multiple standpoints to obtain different perspectives (Johnson *et al.*, 2007). Mixed methods research has been defined by various scholars. Johnson *et al.* (2007: 129) describes this research method as:

*“an intellectual and practical synthesis based on qualitative and quantitative research; it is the third methodological or research paradigm (along with qualitative and quantitative research). It recognizes the importance of traditional quantitative and qualitative research but also offers a powerful third paradigm choice that often will provide the most informative, complete, balanced, and useful research results.”*

Quantitative method is a deductive research method consisting of numerical based data which inform the analysis. Data and figures are analysed to examine propositions (Johnson and Onwuegbuzie, 2004). Qualitative method is an inductive process that captures data in the narrative form, which is eventually used to build

theories and develop themes on which conclusions are derived (Teddle and Tashakkori, 2009).

The positivist stance includes epidemiological/ analytical design strategies, secondary document analysis, survey research and systematic reviews that employ a meta- analysis design, (Broom and Wills, 2007). The interpretivist/ constructivist stance informs methods based on interviews, observational studies and focus groups and secondary discourse analysis (Broom and Wills, 2007).

#### **5.3.5.1 Mixed methods and mixed-model research**

Johnson and Onwuegbuzie (2004) identify and present us with the distinction between mixed method research and mixed-model research. In the mixed method research, the quantitative and qualitative data is collected and analysed either in sequence or in parallel. Baxter and Jack (2008) report on the two types of methods adopted in the mixed methods research. If data is collected and analysed in sequence, the term 'explanatory sequential design' identifies the process whereby the process begins with a quantitative study which is afterwards followed by a qualitative study. In cases where qualitative study is followed by a quantitative study, the sequential design becomes exploratory and is termed 'exploratory sequential design'.

A mixed model research is identified by Saunders *et al.* (2009) as qualitative and quantitative data, and analysis, that are carried out within various stages of the research study or across different phases of the study.

This study will employ a mixed methods sequential explanatory design, whereby the quantitative survey study will be followed by qualitative interviews and focus groups. The rationale for employing mixed methods in this research is for *triangulation* purposes, to corroborate the findings from quantitative and qualitative studies (Gaskell, 2002; Creswell, 2014; Bates *et al.*, 2008).

The method, which is divided in four different phases, is designed in a sequence that the results of each phase provide a background for the following phase of the study. This is a bottom-up sequential approach and the final phase of the study will focus on the different phases brought together. Also, due to the different research questions for each phase of the study, a mixed method design will also be used and for *complementarity* purposes, to seek clarification, enhancement and explanation of the findings from one research strategy with the findings from another (Greene *et al.*, 1989; Bryman, 2006).

### 5.3.6 Qualitative and quantitative methods in impact evaluation

Impact evaluations are carried out as they play a very essential role so that certain outcomes can be identified, better targeting is ensured, and effectiveness and efficiency of policies could be better assessed. Impact evaluation has been the area of research interest by the Center of Global Development (2006). Impact evaluation gap needs to be filled given that such evaluations improve effectiveness of development policies and accountability (Department for International Development [DFID], 2008). Impact evaluations moreover contribute to public good, both at national and global level. International participation for impact evaluation is also necessary. Other guidance ensures that impact evaluations are carried out in a way which is relevant to policy by asking the right questions in a timely manner seeking to determine the reason “*why something worked or did not work, not just whether it worked or not*”. This can be achieved by adopting combined quantitative and qualitative methods (DFID, 2008). Ethics play an important role in impact evaluations. It’s a well-known fact that constraints of resources undoubtedly lead to choices to be made and some groups are denied coverage for the sake of evaluation.

The DFID argues that impact evaluation should be carried out in its widest form and context and should be informed of evidence base decision making, where results are monitored and evaluated. This implies that monitoring results should focus on:

- outcomes – what is being achieved
- outputs – what is being produced, and

- inputs – what are the resources employed.

The Paris Declaration for Aid Effectiveness, which is driven by international consensus for achieving the Millennium Development Goals evaluate policies and their impacts on determining “*what works, what doesn’t, where and why*” while examining also who are the end beneficiaries from these policies (DFID, 2007). Such evaluations of policies make agencies more accountable to citizens. DFID (2007) reports that both the Network of Networks on Impact Evaluation (NONIE) and the International Initiative for Impact Evaluation (3ie) are two emerging entities with the remit of evaluating impacts of policies conducting design, analysis and review of research proposals in the process.

Garbarino and Holland (2009) argue on the “*more and better*” impact evaluations when combining qualitative and quantitative methods. A mixed method approach ensures that different impacts on different groups are measured and dimensions that are not readily quantified can be better evaluated. One very important belief in impact evaluation assessments is that to what McGee (2003, 135) refers to as “*equality of difference*”. This emerges as a key principle to address the aspect of selection bias of the research in determining the attribution factors (Center for Global Development, 2006). This methodological stance leads to a certain degree of shift from the norm in the development research where empirical research is then followed by qualitative research. Garbarino and Holland (2009) thus contends that contextual studies should play a rigorous role in impact evaluation and observation rather than confirming findings of ‘non-contextual’ surveys and recommend a qualitative approach to sharpen the focus of the policy process in which impact evaluations are embedded.

Five guiding principles were identified by DFID (2008) in a policy paper addressing impact evaluation. These included better quality impact evaluation, coordination at international level, relevance, ethical considerations and the use of appropriate methodologies. It is argued that impact evaluations should be nationally owned, embedded to lead to determine actions and changes required.



Ways of combining approaches based on qualitative and quantitative methods have been studied by Garbarino and Holland (2009) where different approaches are presented in a way of adding value in assessing impact evaluation. Hentschel (1999) had presented researchers with method-data framework identifying approaches varying from the more contextual approaches and less contextual approaches in both qualitative and quantitative approaches.

The 'non-contextual research methods' are more applied to achieve a broad coverage adopting random surveys where data is produced quantitatively which when analysed can produce behaviour patterns and relations.

On the contrary 'contextual research methods' are based to a specific setting whereby issues are explored in more depth and detail. In such methods, data is focused on the area being studied rather than the broader data achieved in the non-contextual methods (Booth *et al.*, 1998). This research method generally employs ethnographic techniques including observation of participants and interviews. In such approaches, open ended questions will lead to capture judgements which are non-quantifiable.

The method data framework presented by Hentschel (1999) refers to the participatory research, based on the more qualitative and contextual approach whereby the data generated and its analysis are underpinned by the local knowledge and ownership (Chambers, 1994, 1997). The main component of this participatory research method is the component of ownership which will provide the necessary room for the local people to determine an analytical framework of their own. The participatory research method, in contrast to qualitative techniques which adopt individualised observation, focuses on the collectiveness where the public reflection and action become key informants of the participatory research method. This method provides data to researchers to understand the local context, whilst respecting the principles of ethics throughout the entire research. The participatory research thus

is a process, which in itself promotes the involvement of the population from the passive role to the active role (Garbarino and Holland, 2009).

This method can provide researchers with both quantitative and qualitative data. While data is produced, and adopted in its context, it can be scaled through participatory surveys. This method has the advantage of providing data in a quick and efficient manner ready for evidence-based analysis. Garbarino and Holland (2009) contend that it is possible, from participatory research methods that generate statistics for serious consideration by policy makers. This is based however on a key requirement that the sample informing the data is sufficiently large that can be considered for analysis at national level inference. Another important requirement is that the data is gathered from a representative sample with the aim to represent the population of interest, thus it has to be generalised. The data should also be suitable for standard statistical analysis with capability of the statistics to inform policy at national level.

Impact evaluations, combining qualitative and quantitative methods have been extensively carried out in social sciences. The World Bank Poverty Assessments during the 1990s as well as the analytical frameworks in Poverty and Social Impact Analysis have provided hand on experiences in employing methods and evaluations for policy research. Innovations in methods for evaluation throughout the years have provided policy development research (Gabraino and Holland, 2009).

Adopting quantitative and / or qualitative methods should be informed on an intensive consideration of the comparative advantages of the research methods on one another, (Gabraino and Holland, 2009), and to recognise that “*strong fences make good neighbours*” (Appleton and Booth, 2005). Attributes of qualitative and quantitative methods have been widely developed by scholars, researchers and policy makers. There has been also a convincing recognition of the powerful methods emerging from the combination of these two methods. It is however crucial at what levels and in what sequence these methods are combined to optimise these tools within the research process. (Garbarino and Holland, 2009). Three ways have

been identified by Carvalho and White (1997, p.18) for combining methods in research approaches:

1. *Integrating methodologies for better measurement,*
2. *Sequencing information for better analysis and,*
3. *Merging findings for better action.*

Table 5.2 indicates the differences between a qualitative oriented approach versus a quantitative oriented approach (Kanbur, 2003).

Table 5.2: Main differences between a qualitative oriented approach versus a quantitative oriented approach (adapted Kanbur, 2003)

<b>'Qualitative' oriented research</b>	<b>'Quantitative' oriented research</b>
Non-numerical information	Numerical information
Specific (contextual) population inclusion	General (non-contextual) population inclusion
Active population inclusion	Passive population inclusion
Inductive inference methodology	Deductive inference methodology
Broad social sciences disciplinary framework	Neo-classical economics (and natural sciences) disciplinary framework

#### 5.3.6.1 Challenges of impact evaluations

Impact evaluation requires intensive resources. Whilst it is acknowledged as public good as it is largely beneficial to the society mainly for its knowledge to the international community, the costs incurred to carry out the studies are borne by an agency or a government. Other challenges of impact evaluation are the need of having better quality impact evaluations. It is worth noting that impact evaluations have shifted from project base to sectorial base or government base. Gunning (2006) remarks that gaps have been identified between project-based methods of impact evaluation and the instruments required to evaluate impacts.

#### **5.3.6.2 Impact evaluation in this research**

Combining qualitative research with quantitative instruments that have greater breadth of coverage and generalisability can result in impact evaluations that make the most of their comparative advantages. Therefore, the following sequence was adopted to assess impact evaluation in this research study:

1. A literature review was carried out which informed the research on existing and proposed policies.
2. Identified policy documents highlighted key and priority issues that had to be addressed by the mixed methods research.
3. The quantitative survey method identified knowledge gaps which were key informants to the interviews.
4. Results of questionnaires enabled to determine which issues and which opinions are important to the local council population, and what are the reasons and explanations that participants give and informed the interview guides.
5. The quantitative and qualitative studies provide help to define areas in sub-group and sampling frames.
6. The quantitative study was therefore carried out first to generate the 'working hypothesis' that can be further examined through qualitative research with specific pre-defined questions and prompts.
7. This was followed by qualitative research to explain relationships, trends and patterns that emerged from the survey. Therefore, the main purpose of qualitative investigation in this research is for triangulation purposes.

#### **5.4 Quality assurance in research**

Validity framework is acknowledged in both quantitative and qualitative research. Quantitative research intrinsically assumes that there is some reality that is being observed, and can be observed with greater or less accuracy or validity. On the other hand, qualitative researchers tend to rethink on the qualitative validity applied to their research on the basis that there is a reality external to perception (Trochim and Donnelly, 2008).

### 5.4.1 Robustness in quantitative research

To achieve robustness in quantitative research the following criteria are essential: internal validity, external validity, reliability, and objectivity.

#### 5.4.1.1 Validity

Validity is defined as “*the accuracy and truth of the data being produced in terms of the concepts being investigated, the people and objects being studied and the methods of data collection and analysis being used*” (Farrelly, 2013, p.81).

### 5.4.2 Rigour in qualitative research

In this stance, it is argued by researchers that the ‘truth’ or ‘false’ of an external reality is not of concern. Researchers pursue different standards directly in contrast to validity. Alternative criteria of trustworthiness to judge qualitative research were proposed by Guba and Lincoln (1994) who set out four criteria for judging qualitative research. It is argued that these are better criteria than the traditional “quantitative-oriented criteria” as these better address the assumptions that are associated with qualitative research. Table 5.3 illustrates the traditional judging criteria and the corresponding alternative trustworthiness judging criteria (Guba and Lincoln, 1994).

Table 5.3: Robustness in quantitative research versus rigour in qualitative research

<b>Robustness in Quantitative Research</b>	<b>Rigour in Qualitative Research</b>
Internal validity	Credibility
External validity	Transferability
Reliability	Dependability
Objectivity	Confirmability

#### 5.4.2.1 Credibility

This criterion seeks to establish whether the results of the research under consideration prove to be credible from the participant’s perspective, where it is argued that participants are the only ones who can judge the credibility of the results

(Trochim and Donnelly, 2008). By this criterion, the interests from the participant's standpoint should be understood and clearly described in the research.

#### **5.4.2.2 Transferability**

Scholars contend that the degree of transferability, which refers to the extent to which results can be transferred or generalised to other contexts, provides a judgment in qualitative research. It is claimed that the degree of transferability remains the primary responsibility of the researcher by enhancing the research context and the assumptions that were central to the research (Trochim and Donnelly, 2008). Research results are then 'judged' by the person who is interested and considering to interpret such results in different context or setting.

#### **5.4.2.3 Dependability**

Analogous to reliability classified under 'traditional' criteria are the 'dependability' criteria. This concerns repeatability or replicability, that is, whether the same results were obtained had the process been carried out twice. It is however argued that since by definition measuring twice means measuring two different things, the same thing cannot be measured twice. Reliability in quantitative research is generally assessed by constructing hypothetical notions in contrast to dependability where the researcher should describe in detail the continuous change in context within the research. It is thus crucial that changes are observed continuously, clearly described and how the change in context had impacted on the way research was conducted (Trochim and Donnelly, 2008).

#### **5.4.2.4 Confirmability**

In qualitative research, each researcher is assumed to provide a distinctive standpoint to the study. Confirmability criterion refers to the extent to which findings could be substantiated or confirmed by others. Strategies to enhance confirmability in qualitative research include scrutinising the data in all stages of the study and rechecking the data. Documenting resultant findings and measures in the process forms an integral part of confirmability including describing any instances that are in contradiction of any prior observations. Data audit is also a tool that ensures

confirmability whereby data collection is examined, procedures in analysis are thoroughly assessed and judged for any potential bias or distortion (Trochim and Donnelly, 2008).

Researchers have widely debated the legitimacy of judging against the alternative criteria for qualitative research. Some quantitative researchers argue that the alternative criteria are a mere renaming or relabelling of the traditional quantitative criteria that provided successful assessment benchmarks so that legitimacy is accrued for qualitative research. Some researchers claim that the philosophical standpoint of alternative criteria is '*subjectivist rather than realist in nature*' and true interpretation of quantitative criteria would reveal that it could be applied both to quantitative research as well as qualitative research.

There is also a valid argument brought by qualitative researchers in enquiring traditional quantitative criteria for qualitative research. If there are no formalised sampling methods in qualitative research, how can external validity be judged? Moreover, if no mechanisms in qualitative data exist for estimating true score, how can reliability be assessed? There is no adequate explanation of validity and reliability assessments of quantitative research that are translated into legitimate qualitative research (Trochim and Donnelly, 2008).

### **5.5 Rationale to the research in this study**

The need to investigate the regeneration policies of historic buildings specifically for the tourism and leisure industry, as identified through the literature review as described in chapters 2 and 3, informed this research. Therefore, the aim of the research study was to examine the policies for regeneration of historic buildings in the Maltese Islands for the contemporary needs of the tourism and leisure industry. The research under consideration was thus to determine whether policies for regeneration of historic buildings are attaining their objectives. The research study then focused on the particular purpose of regeneration of historic buildings for the tourism and leisure industry. Regeneration of historic buildings is part of the remit of various entities. Whilst all the relevant entities encourage regeneration of the historic

buildings, it was the aim of this study to examine regeneration policies for historic buildings on the Maltese Islands and their impact on the tourism and leisure industry.

The literature review also informed the identification of the main stakeholders that are effected by the process of regeneration; thus, these stakeholders were included in the recruitment of participants. The lack of established structure of convening the stakeholders all together, identified the need to bring all the stakeholders together to dialogue within a focus group setting in this research. Methods employed within this reseach and findings are presented in the next chapter.



## **CHAPTER 6 – DATA COLLECTION METHODS AND OUTCOMES**

### **6.1 Overview of the presentation of data collection methods and outcomes**

This chapter provides a detailed account of survey method and results, interviews and focus groups data collection and findings. The mixed methods approach was selected in view of the possible outcomes in seeking to address the aims of this study. In addition, the aims, objectives, inclusion criteria, participant recruitment, sampling size and framing, consent forms, interview process, data handling analysis, validity, trustworthiness and research governance for all the various phases of the research were discussed within the limitations of the selected method. The research was designed to be carried out in three Phases. The first phase was divided in two stages – Phases 1A and 1B respectively.

Data collection of questionnaire study and results are presented throughout section 6.2, whilst interviews with non-decision making stakeholders and decision making stakeholders and their findings are presented in sections 6.3 and 6.4 respectively. Descriptions of focus group with all stakeholders and its outcomes are presented in section 6.5.

### **6.2 Phase 1A: Survey study**

Phase 1A was composed of questionnaires posted to mayors of local councils to obtain information of how the strategic objectives underpinning regeneration policies for historic buildings for the tourism and leisure industry set out by national authorities are affecting the localities in Malta and Gozo. Data collection of this phase has been completed and data analysis is underway.

#### **6.2.1 Aim and objectives**

The overall aim of the survey study was to obtain information of how the strategic objectives set out by national authorities are affecting the localities in Malta and Gozo.

The objectives of the questionnaire were:

- To examine whether the local councils are aware of the existing and proposed policies regarding the historical buildings in their locality.
- To examine the participation of the local councils in policy development.
- To examine whether the local councils have the necessary resources to meet the requirements of the objectives of the policies.

### **6.2.2 Questionnaire development**

The study was designed in a way that the total population of the local councils could give their feedback on the historic buildings within their localities by participating in the questionnaires. The questionnaire was designed to obtain general and broad information on the Local council awareness and participation in policy formulation. Mayors were asked to comment on the state of historic buildings in their localities and what they are prepared to do, and to indicate the funds and resources available. The questionnaire will provide information on the objectives of policies set out by different national authorities.

Apart from obtaining information about existing policies, the questionnaire focused on the emerging policies of the SPED (MEPA, 2014). Moreover, the questionnaire was based on the policies and objectives as set out in the National Strategy for the Cultural Heritage (2012), National Commission Persons Disability (NCPD) and MTA.

The local councils of Malta and Gozo were grouped into six districts, as shown in Table 6.1. The sixty-eight localities were grouped for aggregation purposes in accordance with the Local Administrative Unit classification (NSO, 2014).

Table 6.1: Districts and respective number of localities within Malta and Gozo

<b>District</b>	<b>Number of localities</b>
Southern Harbour District	14
Northern Harbour District	13
South Eastern District	11
Western District	10
Northern District	6
Gozo & Comino District	14
<b>Total</b>	<b>68</b>

### 6.2.3 Face and content validity of questionnaire and pilot study

A pilot study was carried out with the mayors of six localities, covering the six different districts within Malta and Gozo. The mayors of these six localities were purposively selected for the following reasons:

- the historical importance of the locality they represent (three strategic localities which attract tourism and leisure industry and three less popular localities)
- their extensive experience through their tenure and thus could contribute in the pilot study through their experience in administering their locality and through their experiences encountered with historic buildings found in their locality for the tourism and leisure industry
- mayors from localities within different districts
- the geographical distribution of these localities, (five localities in Malta and one locality in the island of Gozo)
- the size of the locality with a distribution mix
- mayors representing both major political parties
- difference in the level of professional background between the participating mayors

In view of the small number of localities in Malta, the same six mayors participating in the pilot study were requested to provide feedback on the layout and content of the questionnaire to ensure face and content validity, without compromising the sample size for the full study.

#### 6.2.4 Enhancing responses to questionnaires

Response rates may vary with no agreed acceptable minimum response rate. Some authors have suggested that a 75 percent response rate and above is considered to be good (Bowling, 2009; Williams, 2003) and below 60 percent to be sub-optimal (Bowling, 2009).

Edwards *et al.* (2009), in a systematic review carried out to determine measures on how to increase response rates of studies employing postal questionnaires suggested the following: monetary non-monetary incentives and unconditional incentives, pre-study notification and follow-up with a second copy of the questionnaire, short questionnaire, hand-written addresses and use of stamped return envelopes, the use of coloured as opposed to blue or black ink, mentioning an obligation to respond and university sponsorship, personalised invitations and an assurance of confidentiality. Response rates to electronic questionnaires could be enhanced by the following measures include: non-monetary incentives or lottery with immediate notification results, a simple header, shorter surveys, including a statement that others had responded and offering the survey results, an interesting topic, use of a white background, personalised invitations, including a picture, textual representation of response categories and giving a deadline for response (Edwards *et al.*, 2009).

The following measures were taken to enhance response rates in this study: high quality, short, focused questionnaires with appropriate formatting; an 'invitation to participate' letter; university logos on letters and questionnaires; reassurance of confidentiality throughout; and three reminders. The possibility of collecting the questionnaire by hand was also offered to participants.

The principal researcher also liaised with the executive secretary of the Association of Local Council's and informed him about the study and offered the possibility of attending the annual plenary meeting of Mayors to present a summary of the findings. A meeting was also held with the Parliamentary Secretary responsible for the local councils who liaised with the Director Local Government (DLG) regarding the study.

The objectives of the questionnaire were explained within the context of this research and the possibility of presenting findings was also discussed.

## **6.2.5 Full questionnaire study**

### **6.2.5.1 Inclusion criteria**

All mayors from each of the 68 local councils within Malta and Gozo were included.

### **6.2.5.2 Participant recruitment**

Based on the Local Councils Act, half of the population of the local councils throughout Malta and Gozo held elections on the 11<sup>th</sup> April 2015. The candidate obtaining the highest number of first count votes within the party with the majority of votes is elected Mayor. Following elections, some Mayors would have to leave office, which terms expired by the end of April of the same year, and since it was more appropriate to obtain responses to the questionnaire from Mayors, it was felt that survey study should be carried out at the initial phase prior to the elections and prior to the local electoral campaign. All mayors were contacted by email to the executive secretary of each Local Council.

### **6.2.5.3 Sample size**

In view of the small number of local councils in Malta, all mayors were included in this study.

### **6.2.5.4 Invitation to participate in questionnaires**

On the 20<sup>th</sup> November 2014, an introductory email entitled “*Historic Buildings in the Locality – Your Participation*” and containing an invitation to participate letter was sent to the official email address of each of the local councils of Malta and Gozo except to the six participants of the pilot and content validity study who responded to date. The email address list was obtained from the Association of Local Councils. The letter was sent as an attachment addressed “*For the Attention of The Mayor*” (Appendix 6.1.1 and Appendix 6.1.1a).

Offices of local councils were also contacted by phone and offered the option to receive the questionnaire by traditional mail, email or through another database such as Survey Monkey®. Those who responded were clearly in favour of an email with the questionnaire in attachment to be handed over to the Mayor.

#### **6.2.5.5 Sampling**

Following the initial invitation to participate letter, the questionnaire was sent to all mayors on the 26<sup>th</sup> November 2014 giving participants a two-week deadline (Appendix 6.1.2 and Appendix 6.1.2a), which was extended to four weeks following two reminder emails (Appendix 6.1.3 and Appendix 6.1.4). The DLG sent an email on the 17<sup>th</sup> December 2014 to all Mayors encouraging them to participate in the study if they have not already done so.

#### **6.2.6 Data analysis**

Data were inputted into Statistical Package for the Social Sciences (SPSS®) Version 21, with an independent reliability check undertaken on all entries, screening data for errors by analysing frequencies and checking for outliers.

Data were analysed as follows:

- Descriptive statistics (frequency, percentage) for the categorical data, i.e. demographics and Likert scale responses and nominal data, i.e. Yes/No.
- Textual responses which emerged from the open-ended questions were analysed using a content analysis approach. Responses were grouped into initial themes and sub-themes. Similarities and differences were highlighted by looking for key-words, word repetitions, indigenous typologies, metaphors and analogies (Ryan and Bernard, 2003).

#### **6.2.7 Validity and reliability**

A number of measures were implemented to promote validity and thus study robustness.

- Face and content validity testing by six mayors.

- Questionnaire items were developed based on published literature and existing policies and were presented using established measurement scales, thus enhancing criterion validity.
- A pilot study was carried out to ensure robustness.

A number of measures were taken to reduce bias and thus improve validity and reliability.

- All mayors from each Local Council within Malta and Gozo were included.
- Study was carried out prior to Local Council elections; otherwise new mayors would be unable to provide information.
- Attention bias and social desirability bias were minimised through the use of self-administered questionnaires.
- Likert scales, semantic differential scales and close-ended questions predominated the questionnaire to prevent acquiescence response set bias.
- Expectancy bias was reduced by providing clear statements of the purpose of the research phase.
- Independent reliability checks were undertaken on all data entries.

### **6.2.8 Research Governance**

The study was approved by the Research Ethics Committee of University of Bolton and abided with the UK Data Protection Act (1998), the Maltese Data Protection Act (2001) as well as the EU Data Protection Directive (1995) at all times by the use of password protected databases accessible only by the principal researcher.

### **6.2.9 Results of questionnaire**

#### **6.2.9.1 Response rate**

The response rate following the first mailing was 13% (9/68 responses), which increased to 65% (44/68 responses) following two reminders, telephone call and letter from DLG. Figure 6.1 illustrates the number of responses per day over a 40-day time period. Table 6.2 represents the number of responses per geographic district.

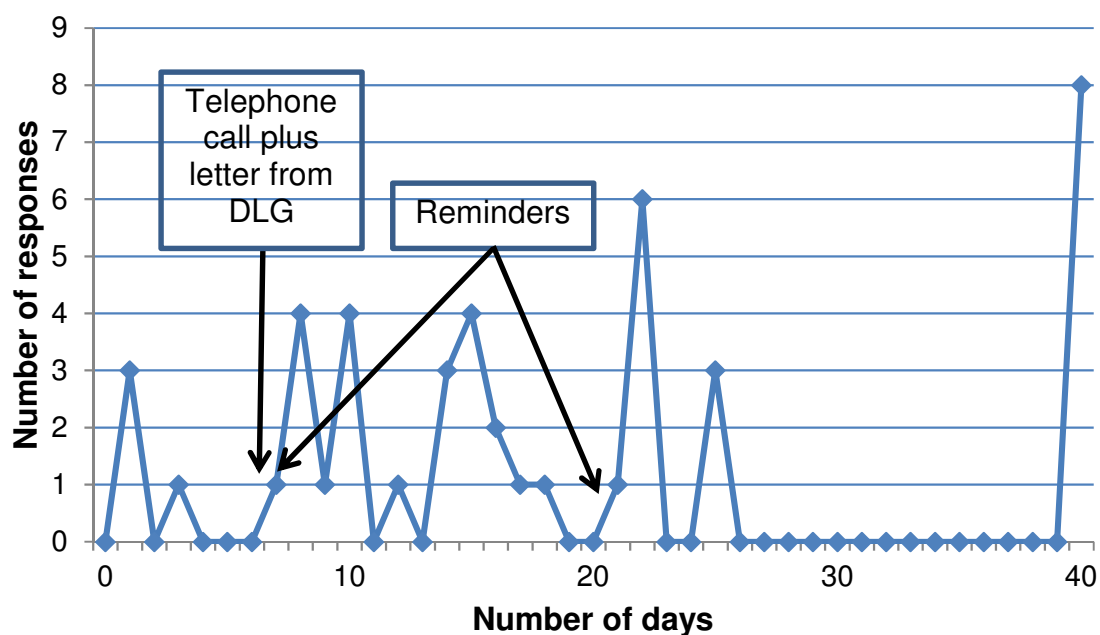


Figure 6.1: Number of questionnaire responses during 40-day collection

Table 6.2: Number of responses per geographic district

District	Number of Localities	% (n)
Southern Harbour	14	50 (7)
Northern Harbour	13	46 (6)
South Eastern	11	82 (9)
Western	10	60 (6)
Northern	6	83 (5)
Gozo and Comino	14	79 (11)
<b>Total</b>	<b>68</b>	<b>65 (44)</b>

#### 6.2.9.2 Role of historic buildings

When queried about the role that historic buildings play as far as tourism and leisure industry in their locality is concerned, 85% (33/39) of respondents identified the role as ‘highly important/important’ as illustrated in Figure 6.2. Only 10% of respondents (4/39) claimed that historic buildings are not important. Five did not reply to this question.



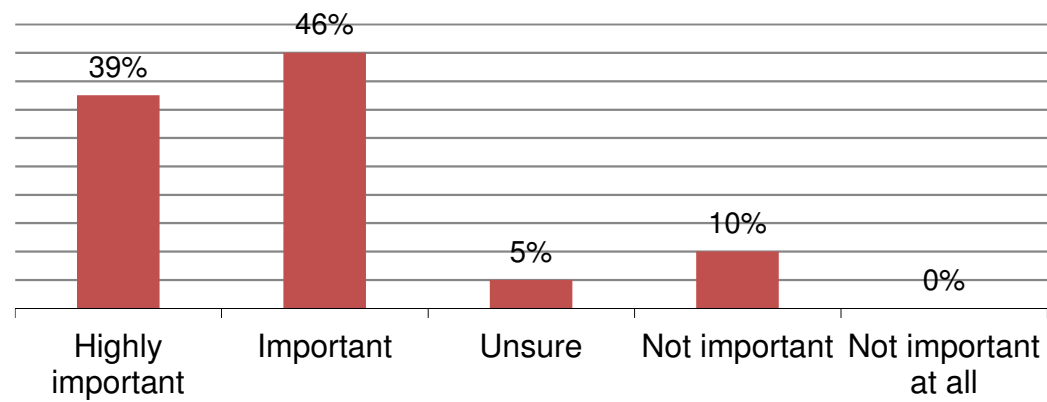


Figure 6.2: Role that historic buildings play as far as tourism and leisure industry in their locality is concerned (n=39)

### 6.2.9.3 Awareness of policies in relation to historic buildings in the locality

#### 6.2.9.3.1 Interest, awareness and opinion regarding existing legislation and policies

Table 6.3 provides responses to statements on aspects of awareness of existing legislation and policies.

Table 6.3: Interest, awareness and opinion of existing legislation and policies (n=44)

Statements	Strongly disagree % (n)	Disagree % (n)	Unsure % (n)	Agree % (n)	Strongly agree % (n)	Missing % (n)
The local council is <u>aware of the current</u> 'Access for All' Design Guidelines (2011) of National Commission for Persons with Disability (KNPD)	0.0 (0)	6.8 (3)	11.4 (5)	54.5 (24)	27.3 (12)	0.0 (0)
The local council is <u>aware of the current</u> planning policies as set out in the Local Plans for the Maltese Islands issued by MEPA in July 2006	0.0 (0)	9.1 (4)	13.6 (6)	65.9 (29)	11.4 (5)	0.0 (0)
The local council is aware of the Culture Heritage Act 2002 (Chapter 445)	0.0 (0)	18.2 (8)	34.1 (15)	38.6 (17)	6.8 (3)	2.3 (1)
The local council agrees that the existing policies are adequate so that preservation of historic buildings is ensured	2.3 (1)	18.2 (8)	36.4 (16)	31.8 (14)	11.4 (5)	0.0 (0)
The local council agrees that the existing policies are too restrictive and it is often difficult that historic buildings can accommodate new uses	0.0 (0)	11.4 (5)	36.4 (16)	40.9 (18)	9.1 (4)	2.3 (1)
The local council agrees that there is no conflict between planning policies as set out by the policy makers of national authorities and government	2.3 (1)	31.8 (14)	50.0 (22)	15.9 (7)	0.0 (0)	0.0 (0)

#### 6.2.9.3.2 Opinion regarding MEPA objectives and awareness of proposed policies

Table 6.4 provides responses to statements relating to opinion regarding MEPA objectives and awareness of proposed policies. Respondents were asked to list other proposed policies/legislation that the local council is aware of and which has an impact on policies in relation to historic buildings in the locality. The policies mentioned were:

- Curator Act (n=1)
- UNESCO convention (n=1)
- Bye Laws (n=1)
- EU directives and central government (n=1)

Table 6.4: Opinion regarding MEPA objectives and awareness of proposed policies (n=44)

<b>Statements</b>	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Unsure</b>	<b>Agree</b>	<b>Strongly agree</b>	<b>Missing</b>
	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>
The local council agrees that new policies should be more restrictive in controlling design, form, scale, density and type of development in townscape and historic cores	4.5 (2)	9.1 (4)	11.4 (5)	52.3 (23)	22.7 (10)	0.0 (0)
The local council agrees that policies should encourage more and better facilitate appropriate housing types in townscapes and historic cores	0.0 (0)	0.0 (0)	2.3 (1)	61.4 (27)	36.4 (16)	0.0 (0)
The local council agrees that new policies should encourage small scale compatible business uses particularly tourism related which complement the character and distinctiveness of historic cores	0.0 (0)	0.0 (0)	0.0 (0)	47.7 (21)	52.3 (23)	0.0 (0)
The local council should be <u>aware of proposed</u> legislation and planning policies in relation to historic buildings in their locality	0.0 (0)	0.0 (0)	0.0 (0)	25.0 (11)	75.0 (33)	0.0 (0)

The local council is aware of the proposed developments in 'Access for All' policy guidelines in relation to historic buildings	0.0 (0)	11.4 (5)	38.6 (17)	36.4 (16)	13.6 (6)	0.0 (0)
The local council is aware of the proposed planning policies as set out in the Strategic Plan for the Environment & Development issued for public consultation by MEPA in April 2014	2.3 (1)	13.6 (6)	34.1 (15)	45.5 (20)	4.5 (2)	0.0 (0)
The local council is aware of the planning policies as set out in the 'National Strategy for the Cultural Heritage' public consultation document issued by Government in May 2012	2.3 (1)	13.6 (6)	45.5 (20)	34.1 (15)	4.5 (2)	0.0 (0)

#### **6.2.9.3.3 Consultations with public authorities, collaboration and participation**

Table 6.5 provides responses to statements relating to consultations with public authorities and collaboration and participation between authorities and local councils.

Table 6.5: Consultations with public authorities and collaboration and participation between authorities and local councils (n=44)

Statements	Strongly disagree % (n)	Disagree % (n)	Unsure % (n)	Agree % (n)	Strongly agree % (n)	Missing % (n)
The local council <u>should be officially consulted</u> by the authorities to participate in all proposed legislation and planning processes in relation to historic buildings	0.0 (0)	2.3 (1)	0.0 (0)	29.5 (13)	68.2 (30)	0.0 (0)
The local council is <u>willing to actively participate</u> during consultations in the legislation and planning process in relation to historic buildings	0.0 (0)	0.0 (0)	2.3 (1)	40.9 (18)	56.8 (25)	0.0 (0)
The local council is of the opinion that the current consultation practice <u>is adequate</u> so that the local council can raise concerns and ideas about policies	4.5 (2)	36.4 (16)	27.3 (12)	27.3 (12)	4.5 (2)	0.0 (0)
The local council feels that there needs to be consultation on an <u>ongoing basis</u> and not only on 'ad hoc' basis during public consultation periods	0.0 (0)	2.3 (1)	0.0 (0)	63.6 (28)	34.1 (15)	0.0 (0)

The local council feels assured that concerns raised during consultation process are seriously taken into account by the authorities	0.0 (0)	18.2 (8)	50.0 (22)	25.0 (11)	6.8 (3)	0.0 (0)
The local council agrees that it is important to hold regular meetings with various stakeholders so that preservation of historic buildings is ensured	0.0 (0)	0.0 (0)	2.3 (1)	50.0 (22)	47.7 (21)	0.0 (0)
The local council agrees that it is important that there is collaboration with neighbouring local councils to ensure a coherent approach for historic building preservation	0.0 (0)	2.3 (1)	4.5 (2)	43.2 (19)	50.0 (22)	0.0 (0)
The local council agrees that Non-Governmental Organisations (NGOs) are important stakeholders in representing public interest	4.5 (2)	0.0 (0)	13.6 (6)	38.6 (17)	43.2 (19)	0.0 (0)
The local council agrees that community participation is an essential key element during the policy making process	0.0 (0)	2.3 (1)	4.5 (2)	45.5 (20)	47.7 (21)	0.0 (0)
The local council agrees that it can be a strategic partner in policy making and policy development	0.0 (0)	0.0 (0)	2.3 (1)	36.4 (16)	61.4 (27)	0.0 (0)



#### 6.2.9.3.4 Broadening participation

Table 6.6 provides responses to statements relating to tasks and measures by local councils. Respondents were asked to list the initiatives taken by the local council to promote community engagement and public participation.

Various initiatives were taken by the local councils to promote community engagement and public participation. These ranged from exhibitions, consultations, dissemination of information, Visuals – 3d's signage and information, including website and Facebook pages with the possibility for the public to leave comments, flyers, newsletters, the organisation of specific activities, locality meetings, public meetings and cultural activities.

Respondents highlighted the importance of public awareness to engage and enhance public participation in activities and initiatives organised by the local council:

*"We have actively chased the public to raise awareness on the needs of the locality. Both the local council and the public identified areas of Heritage which are in the responsibility of the authorities and nothing is being done to preserve them".*

*"In 2015, the local council will be participating in an open discussion brought forward / organised by the Ministry including promoting this event amongst our residents in order for them to participate themselves".*

*"Organisation of public meetings regarding the matter, exhibitions re historical sites to raise awareness, use of historical places for cultural activities".*

One respondent also mentioned the initiative taken by the local council to conduct numerous meetings with MEPA regarding the development of certain historic buildings in the locality. The same respondent also pointed out the local council's initiative to carry out public activities in unused historical buildings.

Awareness was also promoted through fun activities, such as treasure hunts and tours to educate the public about historic buildings:

*“Raising awareness by promoting cultural heritage through various initiatives. Promotion of our heritage trail. Education through a bottom-up approach by holding a treasure hunt in the locality with various historical buildings forming points of reference in the hunt itself”.*

*“Initiative to use certain unused historical buildings in order to use them for local purposes”.*

*“Council is working on historical panels to promote the historic sites in the locality, Historical tours were organised in the locality for residents and children”.*

However, initiatives can pose a certain amount of pressure to local councils, as claimed by one of the respondents:

*“Our town is one of the oldest in the Maltese archipelago and this brings more pressure to us administrators to keep looking and preserve the monuments surrounding the whole town. Our town is an attraction in itself and this encourages us to sustain and continue looking for any initiatives that may come along to help us contribute more”.*

Table 6.6: Tasks and measures by local councils (1=No contribution at all; 5=Major contribution) (n=44)

<b>Statements</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Missing</b>
	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>
Participate in public forums, documents and activities regarding built heritage	0.0 (0)	4.5 (2)	29.5 (13)	38.6 (17)	25.0 (11)	2.3 (1)
Identify built heritage locations and promote programme for potential adaptive use/reuse	0.0 (0)	2.3 (1)	13.6 (6)	36.4 (16)	45.5 (20)	2.3 (1)
Identify sites that require upgrading to ensure accessibility to persons with mobility impairments	0.0 (0)	0.0 (0)	15.9 (7)	27.3 (12)	54.5 (24)	2.3 (1)
Organise discussions with stakeholders and identify strategies to encourage creative ideas on experiencing heritage sites	0.0 (0)	9.1 (4)	22.7 (10)	27.3 (12)	38.6 (17)	2.3 (1)
Increase the use of digital and online media for the promotion of heritage sites in the locality	2.3 (1)	2.3 (1)	15.9 (7)	31.8 (14)	45.5 (20)	2.3 (1)
Promote built heritage in various venues such as public and private buildings (e.g. schools, museums)	0.0 (0)	4.5 (2)	13.6 (6)	40.9 (18)	38.6 (17)	2.3 (1)
Promote ideas on fiscal incentives that can be provided by government or the private sector	2.3 (1)	6.8 (3)	15.9 (7)	36.4 (16)	34.1 (15)	4.5 (2)

#### 6.2.9.3.5 Improving governance in the locality's built heritage sector

Figure 6.3 illustrates responses relating to tasks and measures for improving governance in the locality's built heritage sector.

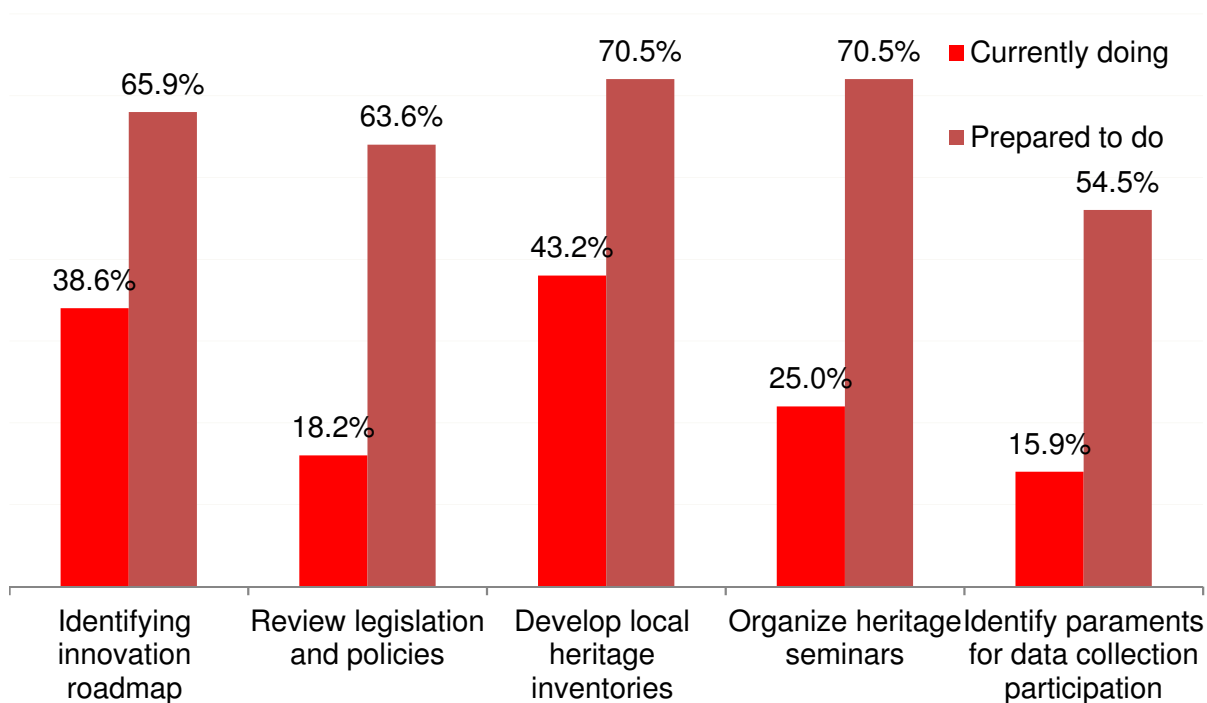


Figure 6.3: Tasks and measures for improving governance in the locality's built heritage sector (n=44)

#### 6.2.9.3.6 Sustainable use of heritage resources

Figure 6.4 depicts whether local councils have developed a sustainable policy framework, as well as management and conservation plans for properties of national importance and their willingness to do so.

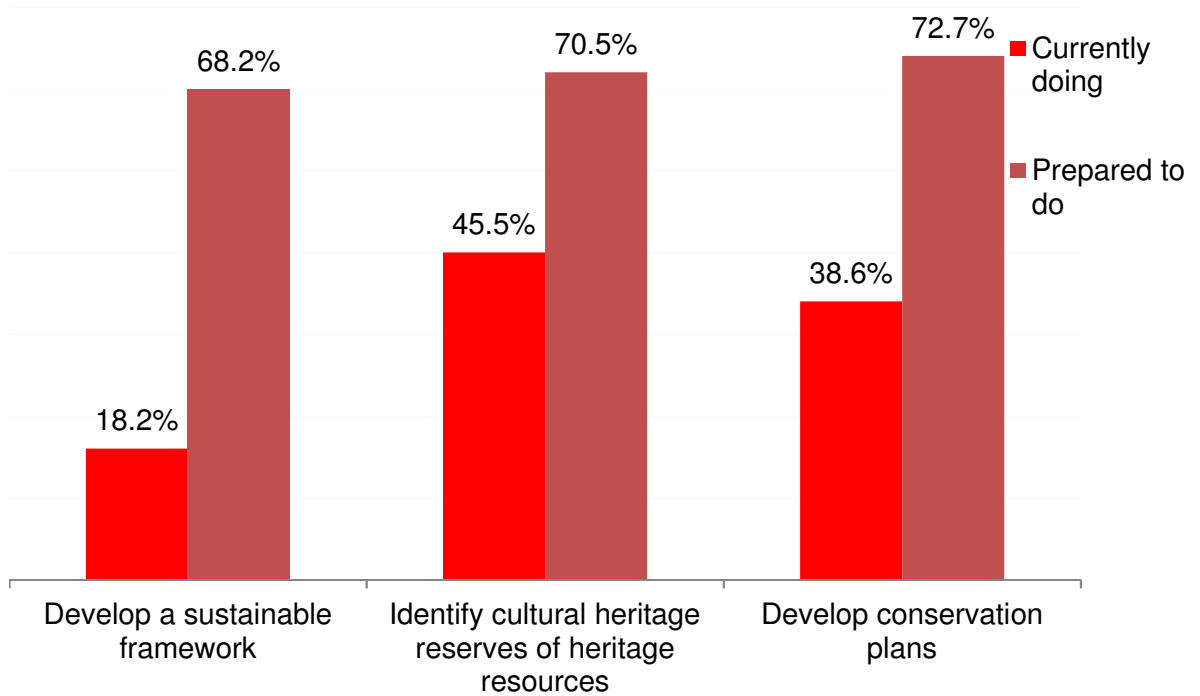


Figure 6.4: Development of sustainable policy framework and conservation plans (n=44)

#### 6.2.9.3.7 Resources, education and training

Table 6.7 provides responses to statements related to resources, education and training to local councils.

Table 6.7: Resources, education and training to local councils (n=44)

<b>Statements</b>	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Unsure</b>	<b>Agree</b>	<b>Strongly agree</b>	<b>Missing</b>
	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>
The local council has obtained national funding in the past three years to undertake heritage related projects within the local council boundary	29.5 (13)	27.3 (12)	2.3 (1)	20.5 (9)	20.5 (9)	0.0 (0)
The local council has the sufficient resources to undertake heritage related projects within the local council boundary	65.9 (29)	25.0 (11)	6.8 (3)	2.3 (1)	0.0 (0)	0.0 (0)
The local council has the sufficient technical resources to undertake heritage related projects within the local council boundary	63.6 (28)	22.7 (10)	6.8 (3)	4.5 (2)	2.3 (1)	0.0 (0)
The local council requires more information about proposed policies and objectives	4.5 (2)	0.0 (0)	6.8 (3)	31.8 (14)	54.5 (24)	2.3 (1)

Figure 6.5 illustrates the form of education and training that respondents were mostly interested in.

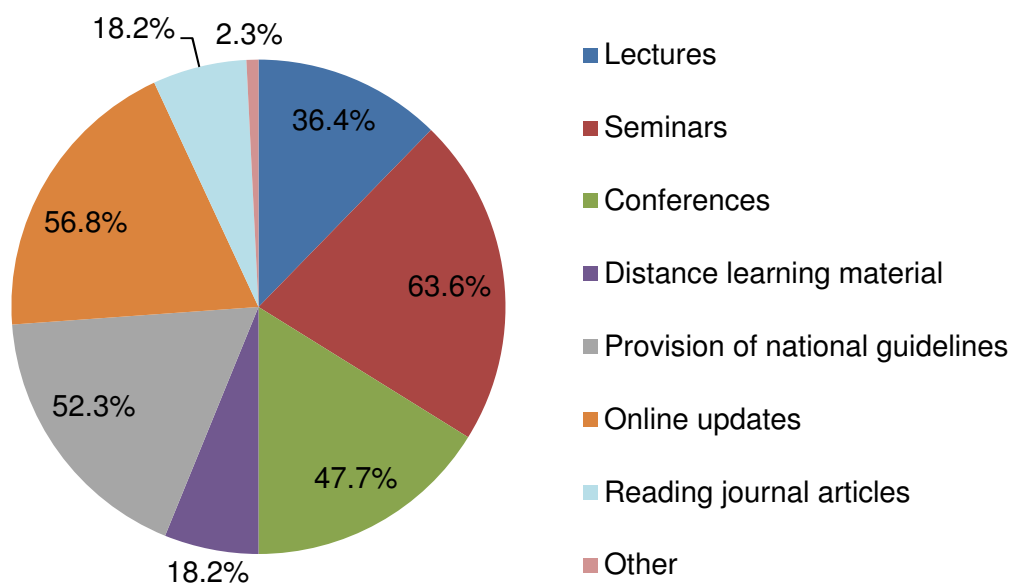


Figure 6.5: Form of education and training of most interest (n=44)

#### 6.2.9.3.8 Funding

Respondents were asked to indicate the sources of funding in relation to historic building in their localities and what proportion of these funds had been applied for tourism and leisure related projects.

Main sources of funding for local councils listed by respondents included EU funds, European Agriculture Funds for Rural Development, ERDF, Leader Programme 2007-2013 including measure 313 – Encouragement of Tourism activities, measure 323 – Conservation and Upgrading of the rural heritage (only for public institutions), specific government schemes for restoration projects, national funds, local council funds, Eco Gozo funds, Environment Initiatives Partnership Programme (EIPP) funds from MEPA and Urban Improvement Fund from MEPA. Whilst the above was considered as a source of funding, to this effect slightly more than a third of local councils (16/44) have not received any source of funding in relation to historic buildings in their locality and six respondents did not declare any source of funding.

One respondent stated *“the locality needs more funding from the government to restore the historical buildings. The Local council does not have enough resources to apply for EU funding and to cope with co- financing”*.

Another respondent claimed that *“There is not any, except for cultural activity national scheme”*, whilst another respondent declared *“Negligible as a local council as the submission, devolution of property and management are in itself a financial, logistic and technical burden in itself. However, the central government and Din l’Art Helwa have applied for funding both locally and EU related”*.

#### **6.2.9.3.9 The importance and contribution of the tourism aspect in the locality**

The importance of the tourism aspect was stated to be as *“very important”* or as a *“major contributor”* towards their locality. One respondent stated:

*“Highly important both for the locals and foreign visitors alike as not only does it improve our local tourist package but creates a greater sense of belonging within our community”*.

Another respondent expressed this contribution as *“Currently minimal – Needs to be developed”*.

For some of the local councils, tourism was claimed to be fundamental, particularly during the Church feasts, which are part of the Maltese traditions. Some respondents felt that there are also some historical sites within the locality, such as catacombs, that may be opened more frequently if tourists visit the locality more often. Moreover, tourism was considered to be beneficial by respondents for NGOs and shop owners.

Internal tourism was also considered to be another potential for increased activity. The economic potential as a main source of income was highlighted by various respondents.



*“During the past years, the locality has become a tourist destination through sustainable development and promotion abroad. Tourism is highly important for the city as it is the main resource for income generation”.*

One of the respondents highlighted the importance of PPPs,

*“So far there is little revenue coming to the local council from tourist projects and the Council is like to be more participative in PPP projects for the benefit of the community at large”.*

Respondents felt that efforts placed by the local councils should be given more credit by both the Maltese population and visiting tourists.

*“We have worked hard and diligently to increase our tourism industry within our small village. Our village should be appreciated by all locals and foreigners for being a true and untouched Maltese village. It offers this insight into what typifies a Maltese village before any other tourism factors such as shopping and modern sought of entertainment”.*

#### **6.2.9.3.10 Comments on the state of historic buildings in their locality**

Analysis of responses to the open question regarding comments on the state of historic buildings in their locality identified the following themes:

- Need for restoration (n=17)
- Marketing (n=1)

### **6.3 Phase 1B: Semi-structured interviews with non-decision making stakeholders**

Phase 1B was composed of semi-structured interviews with a sample of non-decision making stakeholders, i.e. those who do not have the final say during the process that determine the development of the planning applications for regeneration of historic buildings.

#### **6.3.1 Aim and objectives**

The overall aim of this phase of the research is to critically discuss with non-decision stakeholders the regeneration policies and examine current practices in policy development and the resultant impact on the Maltese tourism and leisure industry.

The objectives of the semi-structured interviews with stakeholders were:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.
- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.
- To determine the factors that inform policy development.

#### **6.3.2 Inclusion criteria**

- Architects who were responsible for major restoration projects in the past or during the time of the study.
- Investors who were responsible for major restoration projects in the past or during the time of the study.
- Community representatives who were nominated by mayors who responses the questionnaire and who were willing to participate in the study.

#### **6.3.3 Exclusion criteria**

- Participants who lacked experience in major regeneration projects.

- Participants who lacked experience in the tourism and leisure industry.

#### **6.3.4 Interview guide**

The guide (Appendix 6.2.1c and Appendix 6.2.1d) was based on the SPED (MEPA, 2015), the National Strategy for the Cultural Heritage (SCH, 2012), NCPD Policies / Guidelines (NCPD, 2011) and MTA Policies / Guidelines (MTA, 2015).

#### **6.3.5 Participant recruitment**

Architects and investors were contacted by phone and the purpose of the study was explained. An invitation to participate letter was sent to those who showed interest in participation. Following confirmation by phone of participation and a full understanding of the study's objective and process, a date was set for the interview.

The Phase 1A questionnaire was also intended to recruit community representatives to participate in Phase 1B. An invitation to participate letter was sent with the questionnaire to request voluntary participation in an interview (Appendix 6.1.2a). Those respondents who showed an interest in participating in the interview were contacted by phone.

#### **6.3.6 Invitation to participate letter**

An invitation to participate letter was sent in digital format on the personal email account of the potential participants two weeks prior to the interview (Appendix 6.2.1b). Email addresses were forwarded to the researcher following a telephone conversation with potential participants which informed them on the purpose of the research study and their involvement as prospective participants if they accepted to take part in the research study. The letter contained the logo of University of Bolton and the personal details of the researcher. The title of the research study was indicated. The invitation letter informed participants on why the interviews were being carried out. Prospective participants were informed on the intended level and method of participation, that is participation in a semi-structured interview with stakeholders. The nature of a semi-structured interview was also explained prospective

participants since researcher assumed that not all participants would be aware of the nature of the interview adopted.

### 6.3.7 Sample size

Table 6.8 shows the panel that was requested participation in the semi-structured interviews with non-decision making stakeholders.

Table 6.8: Panel that was requested participation in the semi-structured interviews with non-decision making stakeholders

Participants	Number of participants requested
Architects	2
Investors	2
Community Representatives	2
<b>Total</b>	<b>6</b>

Participants were purposively chosen to represent the whole range of non-decision making stakeholders. One of the architects and one investor were responsible for a government funded major restoration project whilst the other architect and investor were responsible for a privately funded major restoration project, both in relation to the tourism and leisure industry. Community representatives with extensive experience in managing regeneration activities related to tourism and leisure industry were selected from the nominations received during the questionnaire phase.

### 6.3.8 Sampling

Interviews were carried out in June and July 2015.

### 6.3.9 Consent Form

Participants were requested to endorse a form, thus giving consent to their voluntary participation in the study (Appendix 6.2.1b).

### **6.3.10 Pilot study**

A pilot interview was carried out to familiarise the researcher with interview processes (e.g. interview guide content, audio-recording), and identify any logistical issues and solutions, such as the place of the interview and time required to complete the process. The pilot interview was carried out amongst one architect and one investor following the same inclusion criteria and recruitment process as per actual study. Feedback on the interview guide and the process was obtained from the two participants following the interview. As no changes to the interview guide were necessary, data generated during these two interviews were included in the analysis.

### **6.3.11 Interview process**

Venue for the interviews was decided by participants. Prior to the interview, the details of the invitation letter were explained again to the interviewee, together with assurance of ethical issues. Consent forms were then completed and signed by the interviewees. Whilst the invitation letter indicated that interviews were to be carried out in the English language, interviewees were asked to choose their preferred language for the interview.

For each interview a full set of policy documents which were referred to during the interview were made available by the interviewer. The documents included the SPED (MEPA, 2015), the National Strategy for the Cultural Heritage (SCH, 2012), NCPD Policies / Guidelines (NCPD, 2011) and MTA Policies / Guidelines (MTA, 2015).

Distractions of the recordings were kept to the minimum by ensuring that there was no background noise. The presence of other persons in the room was prohibited during the one-to-one interviews. Most of the interviewees preferred also to switch off their mobile phones or turn their mobile phones to silent mode. Interviews were recorded by an audio recorder. Another recorder was also available in case of difficulties by the recording equipment. There were no visual recordings of the interviews as these were not required for the purpose of this research study.

During the interviews, all interviewees had the interview pro forma which was sent to the participants with the 'invitation letter to participate' so that they could follow the interviewer's questions. During the interviews notes, including non-verbal signs and other expressions, were taken by the interviewer. These notes were incorporated in the transcripts and were marked within brackets. The sequence of questions followed that stipulated in the interview guide, to ease discussion flow during the interview from one question to the next. However, at times the sequence of questions depended on the topics raised by participants. Participants were allowed to discuss freely any particular topic and express themselves on any subject in relation to this research. This permitted expansion of other issues in relation to the research questions and introduced new topics during the interview. Prompts were also utilized during the interview. A list of possible prompts was available to the interviewer, which were based on queries which would provide additional data on the objectives of the research.

#### **6.3.12 Data handling and analysis**

Interview recordings were transcribed 'intelligent' verbatim. Maltese statements were translated into English by the principal researcher. Thematic analysis was carried out using Atlas.ti® version 7, as described in the previous chapter, section 5.3.4.3, with the coding frame developed independently by two researchers.

Extracts from transcript quotations presented in this chapter are marked in italics and within inverted commas. The following codes were applied when quoting participants:

- "...“ at the start of a quotation indicates that the participant interrupted another participant and started speaking.
- "...“ as part of a quotation indicates that in the original transcript, the citations divided by the “ ...” were separated by other words not recounted in this quotation.
- "...“ at the end of a quotation indicates that the participant has been interrupted by another participant at that point of the conversation.

- The words in round ( ) brackets indicates non-verbal expressions such as laughing or anger.
- The words in { } brackets are clarification notes made by the interviewer
- Words in capital letters – Speaker raised voice to highlight a point or an issue.

### 6.3.13 Trustworthiness

A number of measures were implemented to promote trustworthiness and thus study rigour:

- The interview guide was developed from policies to promote credibility.
- A pilot study was carried out to ensure rigour.
- A detailed decision trail, as suggested by Sandelowski (1986), was kept throughout all the focus group research to ensure dependability and transferability.
- Trustworthiness in interpreting data generated from the interviews was ensured by presenting interpretations using participants' own words and concepts as much as possible (Chioncel *et al.*, 2003).

A number of measures were taken to reduce bias and thus improve trustworthiness.

- Clear statements of the purpose of the research study were provided at the start of each interview to reduce expectancy bias.
- The interview was semi-structured to minimise interviewer bias.
- The interviewee was allowed to expand and elaborate as necessary, with only necessary probing questions, to allow free expression of opinion and practices.
- Interview guide was submitted to participants at least two week before the interview to allow participants to prepare for the interview and prevent recall bias during the interview as much as possible.
- The interview questions and probes contained both positive and negative aspects to prevent interviewer bias.
- Policy documents were available during the interview to prevent recall bias.

### 6.3.14 Research Governance

The study was approved by the Research Ethics Committee of University of Bolton and abided with the UK Data Protection Act (1998), the Maltese Data Protection Act (2001) as well as the EU Data Protection Directive (1995) at all times by the use of password protected databases accessible only by the principal researcher.

### 6.3.15 Findings of interviews with non-decision making stakeholders

#### 6.3.15.1 Participant demographics

Table 6.9 indicates the panel of non-decision making stakeholders that accepted participation in the semi-structured interviews.

Table 6.9: Panel of non-decision making stakeholders that accepted participation in the semi-structured interviews

Participants	Number of participants
Architects	2
Investors	2
Community Representatives	2
<b>Total</b>	<b>6</b>

#### 6.3.15.2 Identified themes

Table 6.10 indicates the themes and codes for each respective theme identified by non-decision making stakeholders.



Table 6.10: Themes and codes identified by non-decision making stakeholders

Themes	Codes
Resources	Funding Feasibility Incentives Training Safeguarding historic buildings
Experiences	Positive experience Negative experience Market initiatives Value heritage Abandonment Attitudes
Governance	Authorities Policies
Issues	Identified gaps Key lessons Quality

#### 6.3.15.2.1 Resources

##### A. Funding

Both investors and architects argued that funding encouraged regeneration except for certain large projects where the lack of appropriate financing for regeneration remains as a barrier. So, whilst there is interest in regeneration, the finances of regeneration pose a barrier,

*“specific policies do offer new opportunities but without finance behind them, they will not, they will not go ahead”.*

*(Architect A2)*

One investor contended that in case of large projects involving extensive restoration, financing is a major difficulty,

*“What I see as unfortunate is that very often the government give you a project like this but then there are certain historical elements which need restoration and when you come to restoration of historical elements it’s very costly and extremely costly”.*

*(Investor I2)*

On the other hand, authorities were very supportive on numerous projects and provided funding opportunities which local councils have utilised for regeneration,

*“Another policy which I consider as highly favourable is that which regulates the Urban Improvement Fund of MEPA and also the EIPP fund. Those have created niches of funding for the local councils especially and the local councils”.*

*(Community Representative C2)*

The same community representative however highlighted the need for more focused funding schemes,

*“If I were to consider local funding it is very sporadic and without a clear sense of direction”.*

*(Community Representative C2)*

One investor contends need for the EU to assist in financing schemes for preservation as this is common European heritage,

*“EU funds are to preserve the historical elements of every corner every bit in the EU because now it is not just a Malta heritage but it has become a European heritage”.*

*(Investor I2)*

EU funding resulted in great benefits for the Maltese Islands, notably Gozo due to its rural status,

*“Funding policies which give priority to tourism and to rural regeneration, for example the whole of Gozo is considered as rural with respect to EU funding. Even Victoria, {Capital city of Gozo} so the localities have benefited greatly from such EU funding due to their rural status”*

*(Community Representative C2)*

## B. Feasibility

Feasibility is a critical factor for regeneration to take place. Architects contended that when policies allow increase in the building volume and changes in use, the investors are more attracted to invest in the regeneration of historic buildings,

*“Well definitely one of the major policies which helps and which motivates investors to invest in historical buildings is the possibility in some cases where you can add volume to existing buildings ... then perhaps from a financial point of view the investor would be more comfortable and more willing to take the risk and invest in this property”.*

*(Architect A1)*

Besides, the lack of potential of income generation was identified by a community representative as a barrier for regeneration,

*“I have a project in mind which is difficult to finance. It's the regeneration of the Valletta waterfront. The problem is that there are no areas which can be rented out to generate income for example kiosk so that at least the investment can be sustained. So, it is a problem of viability”.*

*(Community Representative C2)*

### C. Incentives

Incentives of different nature for regeneration transpired,

*“Governments lately issued a policy where if one had a heritage building and wanted to apply for a permit, let’s say for offices, he/she would not have to pay any fees to MEPA. So, that is an encouragement Yes...”*

*(Investor I1)*

Both community representatives argued about lack of incentives by government, one community representative indicated that the Valletta ECoC 2018 (V18) have provided new incentives though these are more of a commercial nature, widening further the gap from rediverting the residential component towards Valletta,

*“I think that the main barriers are that there are no incentives to regeneration. In the sense that at the moment there are, to some extent, and the incentive is a by-product of V18. That is the biggest incentive. But from the government side I don’t see incentives for regeneration. And even about V18 I’m a bit concerned because it is more speculative. For example, there is a lot of interest in boutique hotels, offices but the residential zones which do not generate incomes as the commercial zones”.*

*(Community Representative C1)*

Regeneration of historic buildings pose various challenges to prospective investors and users. One community representative argued that people will find it more convenient to focus on new built rather than old buildings mainly due to the difficulties encountered within the process to regenerate old buildings and hence the need for incentives,

*“I believe that for a person to, prefer to go towards the urban conservation area rather than to go towards a new area, and also to embark on the problematic project of regenerating an existing old building. To decide that rather than the other scenario I believe that they should have much stronger fiscal incentives”.*

*(Community Representative C2)*

Both investors and community representatives argued on lack of initiatives for investment,

*“Public policy is not proactive to sort of give the opportunity to investors to invest in these places. Actually, you never hear of any incentives, various incentives or the possibility”.*

*(Investor I2)*

*“Unfortunately, I do not see that there currently are such incentives”.*

*(Community Representative C2)*

#### D. Training

Of particular concern is the training and workforce required to pursue regeneration projects,

*“Know you cannot always have the luxury of asking for the experience even nowadays with regulations involving public procurement, you cannot ask for experience. So, that is a major problem”.*

*(Community Representative C2)*

*“The difficulty in, the difficulty in finding...the right expertise in so far as, at least in the first year because now there has been so much investment in the area that in the first year there was a difficulty in finding contractors knowledgeable enough to work in the area etc”.*

*(Architect A2)*

#### E. Safeguarding Historic buildings

Architects also remarked that one of the crucial factors to save historic buildings is to allocate a use to a building while arguing that is useless to initiate a regeneration process without allocating proper use,

*“... it’s useless to refurbish them and make the necessary applications of membranes etc to stop the water penetration etc, but then if they are not given a use and they are kept close again ... then again no maintenance is done and another degenerative process will commence”.*

*(Architect A1)*

*“The worse, worst think that can happen to any building. I think no project really harmed the historical building as much as historical buildings which were left without any interventions like for example the Fort Campbell in Selmun”.*

*(Architect A1)*

Uses should also be identified within the process of the application for development. One community representative contends that approving historical building regeneration projects without specifying the uses of the building is not a correct procedure,

*“Potential uses should be identified while the project is being proposed and not simply insert a condition that any use must be subject to a separate planning application for example, giving it a sort of putting it aside for the moment. I believe that it is, that it even affects the success of the regeneration project having a use identified which is good for the building”.*

*(Community Representative C2)*

#### **6.3.15.2.2 Experiences**

Participants discussed various past experiences of impacts on regeneration projects involving historic buildings. Positive experiences were directed towards the creation of a destination for tourism and leisure, through a ‘change of use’ from unused warehouses to catering establishment on historic waterfronts. The negative experiences focused on buildings left in derelict situations or where new buildings and additions to existing buildings created negative impacts on the surrounding context.

## A. Positive Experiences

A creation of a destination for tourism and leisure, through a 'change of use' from unused warehouses to catering establishments on the waterfront has been identified as a case of positive experienced by an architect and an investor,

*"... experienced a change in uses, which they are now used as restaurants and cafeterias and bistro's etc and I think became one of the most beautiful, one of the main touristic destination in Malta. I think that's a good case of great success where change of use was allowed".*

*(Architect A1)*

Participants noted positive experiences with large building typologies such as fortifications and quarters involving regeneration for tourism. In the case of the presentation of the fortifications, the restored product was beneficial both for the tourism industry and to the community at large,

*"A benefit to the community was the fact that what was previously, prior to the intervention, a potential danger to, to the community itself is now a restored, restored building".*

*(Architect A2)*

*"I believe that those have been excellent contributors because when such pedestrian priority areas have been created they have resulted in regeneration when correctly applied. So, even policies which view positively the restoration of buildings and even not just buildings but whole quarters. All those policies are positive".*

*(Community Representative C2)*

Regeneration projects can provide exciting experiences for historians and communities. One architect and one community representative observed that the Cittadella regeneration project in the historic capital of Gozo turned out to be a positive experience as history was being discovered,

*“Make sure that whatever has to be excavated now let’s excavated it. Whether it’s going to cost us one million or ten million let’s do it because this is something which we didn’t know about. History is coming out”.*

*(Investor I2)*

*“But the various phases of the regeneration of the Citadel will definitely in the end contribute to an enormous positive impact on the economic aspect of the tourism industry locally”.*

*(Community Representative C2)*

The above quotes are well in contrast to fortifications that featured also as examples of negative experience by same community representative due to abandonment and neglect,

*“I can identify the Selmun Palace for example which today we have a hotel which was built around this building, which again was abandoned because it wasn’t a good example of regeneration of a historic building for the tourism industry. And the Government is even finding difficulty in selling the property because of these past mistakes.”*

*(Community Representative C2)*

## **B. Negative Experiences**

An array of negative experiences was observed. Participants felt that procedures regarding applications for development permission involving historic buildings, bureaucratic procedures and conflicting demands by different authorities as negative experiences. Attitudes by personnel from heritage related authorities also resulted in bitter experiences. One investor claimed,

*“.. I’ve encountered PROBLEMS with the different offices”.*

*(Investor I1)*



### C. Market Initiatives

Boutique hotels regenerate UCAs. One community participant acknowledged its positive effects and argued that these should be limited in number, as otherwise these would result in negative impacts,

*“I think that is the way forward because it will bring regeneration to the core. One must at the same time keep certain controls on such developments in the sense that I believe it would not be beneficial if one were to have a lot of such developments. I mean there has to be a balance as always”.*

*(Community Representative C2)*

Boutique hotels offer various challenges. This recently developed form of tourism accommodation has created a new dimension for historic buildings in town and villages. This kind of tourism accommodation is providing also a new experience to the communities. One community representative highlights the negative experiences during the construction phase of such hotels. In addition, servicing of these hotels while in operation is causing additional problems for the communities,

*“I think and I’m afraid that boutique hotels are leaving a negative impact. I have nothing against but the rate at which they are increasing is fast. Moreover, there are certain problems associated with them for example construction. Obviously due to the boutique hotels, the construction activity increased in Valletta, and you know construction works in Valletta is a big problem”.*

*(Community Representative C1)*

Participant also noted the lack of adequate infrastructural requirements to cater for the tourism industry. Places like Valletta are very difficult to accommodate high numbers of boutique hotels due to the servicing requirements, loading / unloading facilities,

*“Many of these hotels are pretending to have un/loading bay. We try to object for these bays but on the other hand, there are other entities like Transport Malta which*

*issues such permits straight away. So more than the boutique hotels, it's their side effects which are giving negative impacts to community. ...These zones are very very limited, narrow streets, dead ends ... so these problems continue to increase."*

*(Community Representative C1)*

The community representative argued that this type of accommodation pose negative impacts both to residents as well to the own distinctiveness if not managed properly. In contrast investors focused more on potential of historical areas,

*"Locals I mean, would be discouraged from going inwards, and even may be encouraged to go outwards, people who already live there, because of inconveniences which might be created from them. So, there have to be balances and checks with respect to this especially with respect to enforcement. Because if you would have boutique hotels which are rowdy they would definitely **cause a problem to the area** they would beat the noble cause for which they are being created".*

*(Community Representative C2)*

*"I would say that this would give the opportunity that a certain historical area is developed to give its maximum potential".*

*(Investor I2)*

#### D. Value Heritage

Heritage is claimed to be wrongly presented by the responsible authorities. Scheduling of a building is presented as a burden rather than an asset. One architect contends that the scheduling process in itself is not being given its right merits,

*"Rather than a scheduling of a particular building being presented as a positive aspect for that building, and a fact which could potentially increase its value, it's being presented as a burden".*

*(Architect A2)*

One investor acknowledges the value component in heritage buildings,

*“Through my experience, the more you preserve the historical elements that you have, the more value you give to the project itself. So, I don’t mind having an authority monitoring and seeing that the historical elements that we have here are preserved and preserved properly”.*

*(Investor I2)*

In contrast, a community representative remarked how heritage buildings not only were abandoned but were misused to the extent that negative impacts have affected the historic component of the building,

*“It was a brutally converted into a discotheque and now it is abandoned”.*

*(Community Representative C2)*

Religious tourism was also noted for its contribution towards the tourism sector,

*“Other important contributors have been in religious tourism.”*

*(Community Representative C2)*

#### E. Abandonment of Historic Buildings

Various reasons are noticed as to why historic buildings remain abandoned. Apart from the fact that there are no incentives, other limitations were mentioned mainly market reasons, multi ownership issues and the inconvenience of everyday use,

*“It is a mixture in that case because there is a vast supply of such buildings, arising from for example the price being asked for, the number of people who inherit the property, the lack of agreement between them on the way forward and on the price, being accepted for their sale. The lack of parking is an issue”.*

*(Community Representative C2)*

## F. Attitudes

Findings reveal different attitudes amongst stakeholders, noting that ownership of the project is crucial in the regeneration process, lack of which may shift passion to carelessness, impacting negatively on the community. Passion and pride resulted to be the main drivers for investors and communities in engaging in regeneration,

*“And I do it with PASSION. I mean this is very important that I do it with passion. You know, I mean this is my baby, I want to see it grow, I want to see that every stone which we have here is preserved. When there is no ownership, then they don’t care”.*

*(Investor I2)*

*“Unfortunately, we are not PROUD ENOUGH, we are not proud enough to expose these elements which we have and which we should be retaining with pride. It’s unfortunate”.*

*(Investor I2)*

Investor argued that regeneration and community involvement go together, and it is regeneration that is beneficial to the community,

*“If I mean it is something that I do it proudly and I, I enjoy that the community is taking this advantage of what we’re developing and from the fact that we are taking care of the historical elements, that we have and they can utilise them and entrench them in their projects”.*

*(Investor I2)*

A community representative emphasised on the contribution that community can contribute and noted the importance that the community will be part of the regeneration process,

*“The general public, is consulted very little or none what so ever when proposals are put forward with respect to regeneration of historic buildings. And I believe that the community has an important contribution to give with respect to this”.*

*(Community Representative C2)*

#### **6.3.15.2.3 Governance**

##### **A. Authorities**

Participants noted that regeneration projects are effected by political decisions as it is the political direction that effects policies and whether certain projects are earmarked for regeneration,

*“First of all, it has to be a political decision rather, because whether a certain area should be given for development or should it be given for some other particular usage”.*

*(Investor I2)*

*The problems become more more ... bigger let say so is when you go to the lower levels when it comes to the bureaucratic level, then it becomes more complicated”.*

*(Investor I2)*

A community representative in addition argued that government directs the authority,

*“Although MEPA is a regulator it is in a way controlled by the decisions of the government so I believe that that affects the autonomy of MEPA”.*

*(Community Representative C2)*

The role of authorities was contented both by architects and investors,

*“Basically, I believe the main issue here is that the people responsible for the permits in the different Authorities, they need to be practical and pragmatical. In the end, they have to keep in mind that the best think that can happen to a historical building is that money is injected in it, it's given a new life, therefore they cannot make life*

*too hard for any investor because then they lose interest in the site and they just don't invest. They need to be more practical and more pragmatical".*

*(Architect A1)*

*"But I'm sure that MEPA's role is important, but MEPA should act in such a way that it will give the opportunity (Interviewee laughed), equal opportunity to everyone. The historical elements that we have in this country should be preserved and an authority should see that they are preserved".*

*(Investor I2)*

Participants also claimed that the process for policy making is lengthy mainly due to lack of coordination between entities,

*"I think there is a lot how we can contribute. You know that we're on the ground. We have a lot of experience. We encounter these problems every day. We try to strike a balance. Because that's the game. How do you strike a balance between the parties?"*

*(Community representative C1)*

However, cooperation and coordination were experienced from local councils in the case of government projects. An architect practicing on a national government project claimed that a lot of work is carried out directly with local councils and NGOs, and indirectly with the community and so a very close engagement with the community is developed,

*"In general, we work a lot with local councils and NGO's, a bit less with the community but then we obviously indirectly, we engage with the community in general. Local councils and NGO's we have had a very close developed engagement in the sense that very often we are carrying out projects even on behalf of local councils, therefore very often they are also our client".*

*(Architect A2)*

*“Again we, being ourselves a national ...an office which we work in the public sector, we work a lot with national authorities and the level of engagement therefore is HIGH and the level of understanding, both ways, is also very very high, mutual respect”.*

*(Architect A2)*

Community representatives argued that consultation processes do not lead to the expected results,

*“There definitely is lack of awareness of policies, if not total, it is nearly total. The community doesn’t know what policies govern such buildings”.*

*(Community Representative C2)*

*“Certain things which I requested I can say that some were included but certain others which in my opinion are problematic to the area were not included in the policy. If policies are changed, we will not be informed”.*

*(Community Representative C1)*

*“So, my contribution to policy development is obviously, can obviously be taken on board only when it is asked for, either through public consultation or else more specifically through workshops which can be organised by the policy formulators”.*

*(Community Representative C2)*

Participants for all categories of non-decision making stakeholders argued that there is preferential treatment to applications for restoration forwarded by the Government,

*“I have to say and I already mentioned that given that our office is a public entity office which has the responsibility to restore and to rehabilitate public buildings, very often our projects would, were seen to favourably. Therefore, in general, we have never had any problems with, neither with MEPA nor with Superintendence of Cultural Heritage”.*

*(Architect A2)*

*"Last year we applied for the scheme A+. It's a scheme which was launched to make places accessible for all. We weren't allowed any grants whereas other local councils benefited twice".*

*(Community Representative C1)*

*"If it is the government which is applying for a particular regeneration of a historic building there is more leniency so I don't see that there is a level treatment with respect to government projects as it is with private projects and even local council projects".*

*(Community Representative C2)*

*"MEPA has had a lot of shortcomings and this is unfortunate because I mean because you cannot have an authority like MEPA deciding on a project depending on the person. MEPA should decide upon the project rather than the person".*

*(Investor I2)*

*"Is unfortunate that we are a small country and we know each other too much. So very often we are so close that we sometimes try to extend, twist, change in our way certain decisions".*

*(Investor I2)*

The architects and investors argued that one of the main issues is the length of the procedures,

*"I think here the main issue is the time frames, sometimes an application can run into years waiting, waiting permits, waiting reports from these different organizations like MTA, like MEPA etc. and unfortunately many investors hesitate to invest in historical buildings because".*

*(Architect A1)*



Management and enforcement practices were of main concern to community representatives whilst investors argued that enforcement is crucial to achieve good product,

*“And the problem is that they make policies but enforcement doesn’t exist. So, it’s useless to aim for. It’s nice to dream and imagine but if you have no enforcement it’s a problem”.*

*(Community Representative C1)*

When asked to state an opinion if the Council had the remit and the trust to determine the issue of permits for uses within the locality, the community representative stated,

*“I think in Malta the local councils are too small and this will end up as a burden on the local councils and even on government, I think. What we can look at is may be, even with the help of the local council, because do not forget that MEPA has lots of experiences, not everything is wrong. May be there will be this idea that you are suggesting but at regional level. There will be some economies of scale. You have 16 local councils for example. I think something like this makes sense and you have input directly from the local councils. So, if there is going to be a discussion on a project in Valletta, then the local council of Valletta should have an important say”.*

*(Community Representative C1)*

## B. Policies

A general tendency to utilise historic buildings can be noticed across Europe. The main arguments brought forward by participants focused on the adaptive reuse of buildings and the regeneration of historical buildings with particular attention to the context which remain subject to interpretation,

*“In international fora, there is a lot more of direction to motivate new developments within old structures. Therefore, there is a tendency of a general change all round Europe”.*

*(Architect A2)*

*"Now it is surrounded by high rise buildings therefore its context was totally destroyed".*

*(Architect A1)*

The need for appropriate reuses to safeguard historic buildings and the need to assign historic building regeneration to responsible and reliable entities were pointed out by almost all participants,

*"Such historical grounds, such a historical element, used with trucks going in, fork lifts breaking everything, it was a BIG BIG MESS. It was a BIG SACRILEGE. I mean these are outrageous.*

*(Investor I2)*

It was argued that the most favourable financial offers in expressions of interest or tender bids are not always the most responsible and reliable entities,

*"And it's important that when you give out a historical element, it doesn't come out with a tender and the tender you know... who gives the best price you give it to him. Because it's not on the merits of the price that it is quoted for that you have decide whether it's going to be retained and kept in its best shape".*

*(Investor I2)*

Rather than policy it is the direction of policy that becomes the main contention for regeneration of historic buildings or quarters,

*"In themselves the policies DIRECT, they have to direct, that is what policies are designed for but interpreted correctly they direct, my opinion is that they direct well".*

*(Investor I2)*

*"I do not think that they are in any, in any way particularly designed badly BUT the interpretation remains unfortunately subjective and therefore very often the over*

*cautionness in the people taking interpreting those policies is what, what the most lacking aspect”.*

*(Architect A2)*

All stakeholders argued that different directions of policy from different entities will end up in a series of conflicting demands by authorities,

*“I think that there are too many entities on the island, too many, everyone knows the remit but at the same time don’t know, all entities pointing fingers towards each other and no one is in agreement. I think there needs to be stream lining of everything, that means, also, why there is the need to go MTA, then MEPA etc. I’m not saying that there is no need of these roles but there is room that we centralize all these things”.*

*(Community Representative C1)*

*“You cannot have any authority deciding in one way and you have another authority deciding in a different way. And this this does not make sense”.*

*(Investor I2)*

*“You have to address then the different issues they might come up with but it is not the first time that there are conflicts between what you were requested initially and then what MEPA requests from you”.*

*(Architect A1)*

*“Actually, one is. MTA don’t follow the rules of heritage. Heritage don’t follow the rules of MTA so these two need to have a policy regarding old buildings and the safety measures”.*

*(Investor I1)*

In addition to the conflicting demands by authorities, policy interpretation had complicated issues to all stakeholders,

*"This is always a big problem when it comes to interpretation, whoever it is and whoever is doing it. Interpreting, trying to interpret anything which relates to historical element has to be interpreted in the interest of the nation".*

*(Investor I2)*

When asked whether policies are too restrictive, stakeholders argued that policies are rigid,

*"A too tight interpretation of a policy might, might lead to overburdening the decision makers, the design, the designers of any particular project, with focusing on details rather than on the overriding concept and overriding development of a project AT A LOSS".*

*(Architect A2)*

*"There may be cases when you would like to implement particular measures for example design measures or use which you cannot because of the rigidity that there is with respect to the policies which govern such interventions with historic buildings".*

*(Community Representative C2)*

*"Policies for historic building sometimes are too restrictive. At the same time, it is difficult to find a balance. They have to be restrictive because otherwise the historic building wouldn't be respected for what they are".*

*(Community representative C1)*

*"I think they try to decide by the book is as much as possible because they are afraid that if they take a practical or pragmatic decision they are afraid that in the future even in different project, their decision might be used as an excuse or an escape goat for other projects again but with different issues and different restrictions and therefore they are afraid to create a precedent which might be wrongly interpreted in future applications".*

*(Architect A1)*

One investor contended that assistance is needed so that policies are well implemented,

*“The policies are wrongly implemented because of lack of experience. Now lack of experience why? Because when one expects to make somebody follow a policy, one must also be experienced in the field of implementing that policy”.*

*(Investor I1)*

Accessibility proved to be a major physical barrier, mainly due to physical limitations of the historic buildings and the contrasting demands from different authorities. Participants acknowledged the need for integration of persons with special needs and concentrated efforts are needed to comply with such needs,

*“I mean nowadays this has become a public policy and this is the right way it should be and I believe that yes the all the KNPD and all the structures which need to be done they have to be done for the you know to accommodate the whole community. You cannot leave anybody out in this respect”.*

*(Investor I2)*

Concern of investors and architects was however raised as to how certain issues can be addressed. Certain exemptions were noted as physical limitation that renders historic buildings impossible from being fully compliant with the rules,

*“NCPD policies for example nowadays exemptions are accepted more than before with respect to historic buildings because they acknowledge the limitations that they have”.*

*(Community Representative C2)*

*“Not exclusively but very often the conflicts are especially regarding the access and different levels in the building necessitate different accessibility interventions let’s call them”.*

*(Architect A1)*

The main issues with providing access for all is the historicity of the building itself, where the heritage component needs to be safeguarded,

*“But they again a bit of over burden when one has to, when one has to... when one is obliged to provide access for all. Not all buildings unfortunately can be adapted to access for all without necessarily causing damage to the building in so far as its historicity is concerned”.*

*(Architect A2)*

One investor voiced his concern as why there is the need to have all the levels of the building accessible when similar facilities can be made accessible at certain levels,

*“To get into the villa is absolutely no problem but does a handicapped person have to go upstairs when accommodation can be provided at the first level?”*

*(Investor I1)*

Participants noted however that public buildings are also inaccessible,

*“It seems ok however for NCPD that a public building, which according to local council's act should be accessible for all, is not accessible”.*

*(Community Representative C1)*

#### **6.3.15.2.4 Issues arising from non-decision making stakeholders**

##### **A. Identified Gaps**

Uncoordinated approach from authorities resulted to be one of the identified gaps,

*“I think the main issue here is that all four entities which you mentioned have different priorities. Whereas for example some issues are of high priority for MEPA, are of no issue at all to the commission for disability, and the same for MTA. MTA doesn't care much about ramps or if a particular stone needs or can be replaced. They have other*

*priorities and therefore the issue comes, the issue is that very often you end up in the crossroads”.*

*(Architect A1)*

*“So, let us say you have MEPA, MTA, KNPD and Cultural Heritage, all requesting different policies. So, then you have to go between who will study the project and he will go to the four entities and relay the problems to the developer”.*

*(Investor I1)*

Another gap was the unregulated interiors of ecclesiastical buildings,

*“The interior of ecclesiastical buildings is left much to the, much to the decision of the ecclesiastical authorities, which means that we are ending up in a situation where the regulators mentioned in this question are presented with a proposal with respect to the exterior of an ecclesiastical building and it is acknowledged that the ecclesiastical authorities are obliged to seek permission and clearances from these authorities while at the same time it is acknowledged likewise that they do not need any regulation from these entities with respect to the interior”.*

*(Community Representative C2)*

The third identified gap was the time factor,

*“Unfortunately, I would say that the biggest gap is the time factor. MEPA and other authorities for them the time factor is non-existent, while for the investment, for the investor it is one of the most essential elements”.*

*(Investor I2)*

Responsibilities for regeneration was the fourth gap discussed by participants,

*“So, if there is a fault, if part of the fortifications you know they just drop, we just let them go? or should the government see who is looking after ALL the elements, even*

*if they are leased to third parties, they should be taking care of by the government and see that they are well preserved”.*

*(Investor I2)*

A fifth observed gap was the lack of streamlining of policies,

*“There are so many authorities (interviewee grinned) ... everybody coming up with policy”.*

*(Investor I2)*

## B. Key Lessons

Participants argued that past experiences provide key lessons which should serve as points of reference for future policies and design methodologies. These included the value in design and the importance to preserve historic buildings,

*“Unfortunately, I don’t think that authorities were so respondent to any negative impacts that perhaps some projects did to these historical buildings. I think these policies remained unchanged for a long number of years and no, in a nutshell, I don’t think that they learnt the lesson”.*

*(Architect A1)*

*“So, I would say the KEY key lesson is that let’s preserve what is still preservable and let’s take care of our country. We have such a wealth which should be really preserved well”.*

*(Investor I2)*

## C. Quality

A determinant factor for successful regeneration is quality. A community representative emphasised the need for proper enforcement methods so that quality is maintained. Enforcement is a key instrument in order that specific zones remain attractive and complemented with proper use, hence the concerns of lack of enforcement,



*"They (MEPA) insisted and continue to insist that it is possible that you can make a 24Hr entertainment zone of quality. Whatever that means, because I don't know what is entertainment zone of quality. But then becomes an issue because no one looks at the enforcement side of it".*

*(Community Representative C1)*

Investors contended for due diligence relation to entities financing large regeneration projects. One investor queried on the quality of the investors. This was not in the spirit to assess individuals rather than the projects, which leads to unfair treatment as discussed earlier but to ensure that the project can be executed in a proper manner,

*"...you had previous owners who came up with the project, they started the project and they stopped half way. That was VERY crucial for the development and it was a BIG SETBACK even for the authorities and the government who was running and who passed on the property to these developers and I would say that it was a big disappointment even for the government".*

*(Investor I2)*

The historic component is one of the most attractive elements sought in foreign investments. Up-market tourism is underpinned by the heritage component where travellers experience is combined with culture. Serious brands are very much in search for culture,

*"I had with various potential investors and when they come and see what the historical elements that we have here, for them it is something VERY IMPORTANT and they give it a LOT OF WEIGHT. Because I mean building in a historical site is becoming very very very rare.*

*(Investor I2)*

## **6.4 Phase 2: Semi-structured interviews with decision making stakeholders**

The research design for Phase 2 comprised semi-structured interviews with a sample of decision making stakeholders.

### **6.4.1 Aim and objectives**

The overall aim of this phase of the research is to critically discuss with decision making stakeholders regeneration policies and examine current practices in policy development and the resultant impact on the Maltese tourism and leisure industry.

The objectives of the semi-structured interviews with stakeholders were:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.
- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.
- To determine the factors that inform policy development.

### **6.4.2 Inclusion criteria**

The chairperson of each selected organization, as illustrated in Figure 6.6, or another individual who was nominated by the chairperson who directly represents the authority/entity and is directly responsible for policy making or decision making in the aspects of regeneration of historic buildings were included. National government was represented by the Planning and Priorities Coordination Division (PPCD) within MEAIM. A senior official from Government Property Department (GPD) was included since Government is the major property owner of historic buildings on the Maltese Islands.

Prior to the initiation of Phase 2 of this research, MEPA demerger was approved and functions of the authority were split into PA and Environment Resources Authority. Functions related to heritage were under the remit of the PA (2016).

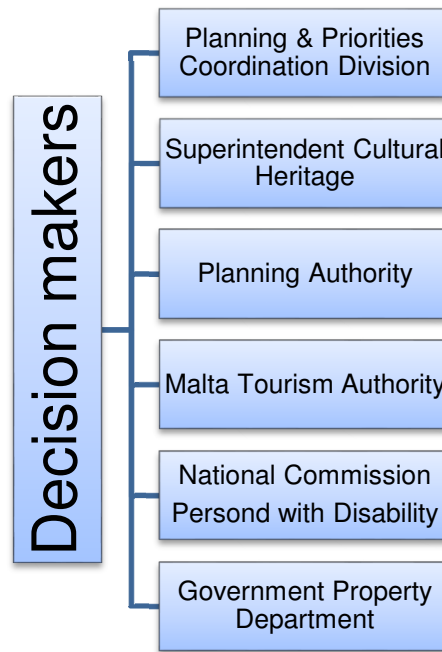


Figure 6.6: Decision makers included in Phase 2 of the research

#### 6.4.3 Interview guide

The interview guide (Appendix 6.3.1c) was based on the SPED (MEPA, 2015), the National Strategy for the Cultural Heritage (SCH, 2012), NCPD Policies / Guidelines (NCPD, 2011) and MTA Policies / Guidelines (MTA, 2015).

#### 6.4.4 Participant recruitment

Participants were chosen through snowball sampling amongst decision making stakeholders representing national authorities and government bodies.

#### 6.4.5 Invitation letter to participate

Chairpersons of the six national entities as indicated in Figure 6.5, were approached in person to explain the aim of the study and the importance of their participation in the study. The study process was explained to the chairpersons, highlighting the sequential approach and the phasing of the study (interviews in the current phase to follow imminently after completion of interviews with non-decision making stakeholders). Ethical issues were also taken into consideration and discussed with the chairpersons and the voluntary nature of the study was emphasized. An invitation to participate letter was later sent to all chairpersons two weeks prior to the interview

(Appendix 6.3.1b). The letter contained the purpose of the study and steps to be employed during the interview process. Prospective participants were informed on the intended level and method of participation. The nature of a semi-structured interview was also explained prospective participants since researcher assumed that not all participants would be aware of the nature of the interview adopted.

#### 6.4.6 Sample size

Table 6.11 shows the panel that will be requested participation in the semi-structured interviews with decision making stakeholders.

Table 6.11: Panel that was requested participation in the semi-structured interviews with decision making stakeholders

<b>Authorities that were requested participation</b>	<b>Number of participants requested</b>
Panning Authority	1
Superintendence of Cultural Heritage	1
National Commission Persons with Disability	1
Malta Tourism Authority	1
Planning & Priorities Coordination Division	1
Government Property Department	1
<b>Total</b>	<b>6</b>

#### 6.4.7 Sampling frame

The interviews were carried out between April and May 2016.

#### 6.4.8 Consent Form

Participants were requested to endorse a form, thus giving consent to their voluntary participation in the study (Appendix 6.3.1b).

#### **6.4.9 Pilot study**

A pilot interview was not carried out in view of the limited number of participants that can contribute to this study. However, participants of the first two interviews that were carried out, were requested further feedback on the content of the guide following the interview, to ensure content validity. The first interviews were carried out with MEPA and MTA since these are the two key authorities that determine approval or refusal of proposed developments in relation to regeneration of historic buildings for tourism and leisure industry.

#### **6.4.10 Interview process**

The interview process was carried out as described in section 6.3.11.

#### **6.4.11 Data handling and analysis**

Interview recordings were transcribed 'intelligent' verbatim. Maltese statements will be translated into English by the principal researcher. Thematic analysis was carried out using Atlas.ti® version 7, as described in section 5.3.4.3, with the coding frame developed independently by two researchers. Codes applied to describe participants' quotes are described in section 6.3.12.

#### **6.4.12 Trustworthiness**

A number of measures were implemented to promote trustworthiness and thus study rigour:

- The interview guide was developed from policies to promote credibility.
- A pilot study was carried out to ensure rigour.
- A detailed decision trail, as suggested by Sandelowski (1986), was kept throughout the interviews research to ensure dependability and transferability.
- Trustworthiness in interpreting data generated from the interviews was ensured by presenting interpretations using participants' own words and concepts as much as possible (Chioncel *et al.*, 2003).

A number of measures were taken to reduce bias and thus improve trustworthiness.

- Clear statements of the purpose of the research study were provided at the start of each interview to reduce expectancy bias.
- The interview was semi-structured to minimise interviewer bias.
- The interviewee was allowed to expand and elaborate as necessary, with only necessary probing questions, to allow free expression of opinion and practices.
- Interview guide was submitted to participants at least two weeks before the interview to allow participants to prepare for the interview and prevent recall bias during the interview as much as possible.
- The interview questions and probes contained both positive and negative aspects to prevent interviewer bias.
- Policy documents were available during the interview to prevent recall bias.

#### **6.4.13 Research Governance**

The study was submitted for approval by the Research Ethics Committee of University of Bolton and will abide with the UK Data Protection Act (1998), the Maltese Data Protection Act (2001) as well as the EU Data Protection Directive (1995) at all times by the use of password protected databases accessible only by the principal researcher.

#### **6.4.14 Findings of interviews with decision making stakeholders**

##### **6.4.14.1 Participant demographics**

Table 6.12 indicates the panel of decision making stakeholders that accepted participation in the semi-structured interviews.

Table 6.12: Panel of decision making stakeholders that accepted participation in the semi-structured interviews

Authorities that participated				Number of participants
Panning Authority				1
National Commission	Persons with	Disability		1
Malta Tourism Authority				1
Planning & Priorities Coordination Division				1
Government Property Department				1
<b>Total</b>				<b>5</b>

#### 6.4.14.2 Identified themes

Table 6.13 indicates the themes and codes for each respective theme identified by decision making stakeholders.

Table 6.13: Themes and codes identified by decision making stakeholders

Themes	Codes
Barriers	Investment opportunities for regeneration Ownership Accessibility Reuse potential Attitudes Large scale historic buildings Overcoming barriers Funding schemes Impacts of barriers on regeneration
Research	Lack of research Unclear policies
Impacts of regeneration	Impact on the community Impact on tourism Impact on historic buildings
Issues	Identified gaps Key lessons Heritage buildings for tourism

#### 6.4.14.2.1 Barriers

##### A. Investment Opportunities for Regeneration

Financial considerations are considered from different perspectives, one view is from the cost of acquiring the building, the second is from the point of view of income generation during lifetime of the restored building while lastly it is from the point of view of the comparison of incomes from either restoration or redevelopment of the building,

*“...the sort of boom that we’re experiencing, the cost of the buildings is quite high”.*  
(MTA participant)

Availability tends to be the main barriers from the point of view of the MTA,



*“...the most difficult, right now is FINDING adequate buildings to convert into tourism accommodation”.*

*(MTA participant)*

PA participant argued that it is speculation rather than regeneration which might be of interest to developers rather than investors,

*“It’s not about the finance required to restore and regenerate an old building but the profits that they aspire to get by intensifying the use of the place. So, if you have an old house and one may demolish it, ends up in demolishing it and builds a number of apartments and garages or offices, they will be looking at the profits that they would get from that intensification. So actually, it runs into speculation. So, speculation is another thing”.*

*(PA participant)*

Adding spaces and volumes make historic buildings more attractive to invest, participant contending on the time implications to obtain permits for extensions,

*“Some people are, when developing a property are requesting additional rooms on top. For example, there would be a small house, and in order to improve feasibility, they would ask MEPA to build further rooms on the top, for example adding one floor or two floors. And this is not always very easy to determine in these historic areas because the visual impact of for example if you need to add rooms in Valletta, you have to take into consideration its world heritage status so the difficulty in adding rooms in Valletta is significant”.*

*(MTA participant)*

Lengthy procedures and the lack of direction were also contented by MTA participant,

*“so, you will not get an answer in the short term, whether your proposal is going to be accepted or not, so you will be left sort of trying to sort out your feasibility in an over a long period”.*

*(MTA participant)*

*“For example, if there is a property, and Selmun was one of them, or Fort Cambridge or, if there’s a property that the governments are trying to develop for tourism. It’s not the MTA that is developing that site. It is that particular agency, either a PPP agency or privatisation agency or something like projects Malta or some other agency or some other ministry. THE MTA is consulted on the type of development that will occur and we guide them accordingly.”*

*(MTA participant)*

#### B. Ownership Issues

Several issues related to ownership were argued. Various ways in which ownership issues have hindered regeneration process in historic buildings,

*“It is a question of size for example, a question of large buildings being, having been fragmented in the past and therefore you have legal issues in establishing a proper sized building. For example, you might have the first floor, second floor and the third floor but part of the ground floor is someone else’s, part of the first floor is Third party, third parties going in but originally, it was all, all one building. So, that is one difficulty”.*

*(MTA participant)*

Acquisition of government property by the GPD featured to be one of the main difficulties to embark with regeneration process for certain historic buildings,

*“There are government properties which are currently not in use but there may be either legal issues for instance at some point, sometimes they’re on emphyteusis and basically ended up abandoned by the emphyteucal leaseholder but it’s very difficult for government to get back ownership....”.*

*(GPD participant)*

Other reason where buildings are left abandoned, in this case by government is that regeneration pending acquisition of historic quarters or there are future plans by government to regenerate certain areas,

*“There are properties which are the focus of some project, I mean it may be that permits are still being sought or else government is trying to consolidate his own. So, I mean instead of just one single building it may be for instance that government is acquiring say a dozen small units in the zone. And that’s a project which will take care of all twelve units together”.*

*(GPD participant)*

### C. Accessibility

Participants discussed certain issues in detail identifying various physical limitations and how these limitations impact on the regeneration process,

*“There is the bureaucratic process to convert. That means that for example, KNPD which is the National Commission for Persons with Disability, rightly so require that these, that these accommodation establishments are accessible for wheel chair users for example...there are whole streets that are made of steps, they’re not even accessible. The street itself is not even accessible let alone, let alone the building”.*

*(MTA participant)*

Accessible requirements pose various challenges on regenerating historic buildings. Participants identified several physical limitations in complying with ‘Access for all guidelines. These include entrances to buildings, vertical access, change in levels, space requirements and turning circles,

*“You find a lot of split levels of buildings, difficult for a good path and if you can do a lift in a yard for example but still it’s difficult to access the different levels through that path ... and that there are their problems that for example there aren’t space for shafts, or for lift shafts or there isn’t space for bathrooms to be enlarged to be according to the guidelines”.*

*(NCPD participant)*

One other highlighted issue is that certain buildings are not made accessible due to the financial burdens to carry out the necessary modifications. This was the case of a building accommodating the local council offices,

*“So but there are problems and every time we speak to the persons in charge they tell us that there are financial problems obviously to which we need to keep in mind”.*

*(NCPD participant)*

Certain accessibility requirements are not possible due to the fact that alterations to accommodate access for all requirements would necessitate interventions in third party property,

*“They are not OWNED, all of it is owned by the same person, for example you have the guest house which is owned by the person and the dungeon which is owned by another person, third party so you cannot alter, go into the dungeon to remove the steps. We had similar, for example the shops, the outlets in Republic street {Valletta} we find such problems, and most of them are for example historic buildings. You only have stairs for example and it’s difficult to insert a lift, even if you just need to remove one step, we find barriers”.*

*(NCPD participant)*

#### D. Re-use potential of historic buildings

A number of physical limitations have been identified as barriers. Participant from the GPD argued that there are buildings for which possible use is limited, mainly due to the configuration of the space, size of building and location,

*“The main barrier normally tends to be the limitations of possible uses”.*

*(GPD participant)*

#### E. Attitudes

A main argument, contended by participant from planning authority, is that people are not aware of the value of heritage of historic buildings. This participant claimed that past experience has proofed certain lack of appreciation,

*“In my opinion, from experience I find that lack of appreciation of historic buildings or any any old building is primary. So, lack of appreciation arising from lack of awareness... several that argue against retention of historic buildings it is evident that they don't have any idea about how to date a building while there is a value system in heritage management to value heritage”.*

*(PA participant)*

Same participant argued on the lack of shouldering responsibility towards regeneration process,

*“Also, personal attitude I find a barrier. Personal attitude of either being negative or trying not to show their responsibility by one stakeholder or another. That makes burden on places burden on some individuals to organisations more than others”.*

*(PA participant)*

#### F. Large Scale Historic Building Typologies

Fortifications and Military building typologies, typically found in Malta and Gozo, offer a wide number of barriers, with very few possibilities of potential re-use,

*“I think that that is a very valid case study in general, as a theme fortifications particularly the British fortifications because mainly they were intended to accommodate rather than troops guns, very powerful long range guns, so you have very few gun crew accommodation, very few buildings, they were built very massively so they take a quite large land take, but as regards buildings that one can reuse for any purpose including especially and ideally for type of boutique*

*accommodation, is very very limited the space. ...Most of the spaces are underground, so you have 'accessibility for all' issues, sanitation, you have to have forced ventilation"*

*(PA participant)*

These buildings are constructed on large footprint areas, with small number of buildings. Extensive restoration is required which is very costly,

*"So yes, that's a big challenge apart from the daunting task of the financing to restore it. Most of these fortifications, particularly the late 19<sup>th</sup> centuries and early 20<sup>th</sup> century is built in experimental concrete which is now failing miserably, to restore that one would need millions and so it is sort of a non-starter for investors to do something with unless there is a private public partnership, perhaps some funding with EU funds and in that way one can match the feasibility".*

*(PA participant)*

#### G. Overcoming Barriers

Participants were asked to state what the measures that their organisation is taking to overcome barriers. Advice from authorities, the learning process and the promotion of adaptive reuses including expressions of interest were all attempts to overcome barriers of regeneration,

*"One of the most major things that will help is technology but as {Name of Interviewee} is saying it is not always possible to install some platform lift for example to access, but technology is one of the things that may overcome these barriers".*

*(NCPD participant)*

*"First of all, the existing policies and documents sets at least a framework on how much these, these barriers or issues. On the other hand, continuously, annually through the application process there is a very wide consultation process with other organisations involved... so I think that is a learning process for all and it helps view*

*barriers into opportunities and I would like, I usually try to see that where there are barriers instead of losing heart by doing the extra effort you turn them into opportunities”.*

*(PA participant)*

*“...when we issue a call for expressions of interest and basically you have a nice mix of ideas, some basically are not really bright (interviewee grinned), but some are very good ideas. So basically, for the expression of interest you can get a better train of thought so the best ideas come out”.*

*(GPD participant)*

MTA and NCPD participants contented that one of the main measures to overcome barriers are meetings with top management officials and setting up of appropriate mechanisms to conduct business meetings,

*“First of all, we had instituted scheme way back in 2012 I think, is called ‘Palazzini’. The scheme was simple scheme whereby people submitted an application, and we were providing ‘hand holding’ to these applicants....so hand holding with MEPA, at the time, hand holding with KNPd, hand holding with who ever needed to be consulted”.*

*(MTA participant)*

The setting up of a business unit by the Planning Authority is a step in the right direction,

*“So, if there is someone who have something like this we usually do follow up with the business unit of the Planning Authority now, we have the Business Unit as you know that they are tackling these types of applications and obviously, they, they follow up with us as well”.*

*(MTA participant)*

## H. Funding Schemes

Barriers in obtaining funds allocated from EU funded projects were identified and the following measures were taken. These included approvals of projects at earlier stages,

*“So, looking at the 14-20 (OP) one element is to approve projects earlier, because approving the projects earlier then would allow more time for the projects to be implemented”.*

*(PPCD participant)*

Additional measures included allowance for contingencies and monitoring of programmes

*“Have contingency, what is likely to happen? and it’s important that you inform all those that are submitting a bid what could be a possible scenario of the changes that could happen during the implementation of the contracts”.*

## I. Impacts of barriers on regeneration

The net result of such barriers would imply abandonment of projects mainly due to the financial issues,

*“They would have deadlines with banks, they would have deadlines with overseas investors, so yes. Sometimes the lack of a definite answer yes stops, stops development yes”.*

*(MTA participant)*

### 6.4.14.2.2 Research

#### A. Lack of Research

All participants contended that there is no research or a lack of research that is carried out by their organisation. This particular issue was not only brought to the attention when asked by the interviewer but on the limitations of no research and as a useful tool for future evaluation,



*"I think that in the future we will be able to also discuss this issue but before hand, I need to have something in hand. I need proper in hands, so because when you are arguing you need to have research in hand so as to be in position to argue and even examples".*

*(NCPD participant)*

PA participant remarked the difficulties faced by the organisation due to lack of proper research,

*"... is mainly carried out in preparation of some reports, or proposal but it is research very superficial research, not based on the case or years of data, robust data which had been gathered scientifically from the outset, set out and analysed by statisticians".*

*(PA participant)*

*"I see them as very lean and wean, weak, and when these are tested in discussions, in the consultations one start to falter, play around with figures, making gross assumptions, and that's I think it seems that we don't have it in our nature to generate reliable data and statistics and research that can be used in in the implementation of plans".*

*(PA participant)*

The same participant argued that research is not carried out and on the findings of which policies are made, but is carried out to a predetermined position, where the research tries to justify an end result,

*"Many times, research is used as a crutch to support a proposal, rather than use the research to inform how a proposal should be made".*

*(PA participant)*

EPD and MTA are not engaged in research programmes,

*“As such as I said we don’t really have that much study on policies, I mean policies for this department are limited so basically there is not much that we can work with”.*

*(EPD participant)*

*“No. We are very much hands on over here. We receive applications, we review individual applications, and then we discuss them and then we obviously give our go ahead and help wherever possible. You don’t have specific research as yet specifically on these proposals.”*

*(MTA participant)*

PPCD on the other hand is involved in research due to the nature of the work of the entity. It is research carried out as directed by higher authorities,

*“There wasn’t one in the area of tourism but the commission did an exposed evaluation on tourism, so, let’s put it this way. There are two, two types of evaluations which are done on the programme, by the member state and by the commission”.*

*(PPCD participant)*

It is contended by NCPD participant that no set of guidelines existing for accessibility with regards to historic buildings. A board appointed specifically will review on case by case basis, however lacking the appropriate instruments to evaluate the proposals and guide applicants accordingly.

*“We are not strict eh with regards to boutique hotels. In boutique hotels and guest houses we are not strict. We cannot be. We cannot. That’s why there is the Test of Reasonableness Board. But as I said we are looking forward in designing guidelines but before designing guidelines as such we need to do a research”.*

*(NCPD participant)*

In certain circumstances on a case by case approach is preferred,

*“Regards policies being a barrier we have not really focused on identifying them, the problem is mainly we tend to tackle historic buildings on a case by case basis. So, it tends to be potential barriers which are connected with a particular building or a particular site. So, we don’t really”.*

*(GPD participant)*

#### B. Unclear policies

The NCPD identified PA circular 2/14 as not clear and that in their opinion create loop holes. And states that *“In regards policies I still need to identify which policies create barriers for us, but mainly all policies in regards preservation of historic building impedes us from creating a much more inclusive environment a much more accessible environment”.*

*(NCPD participant)*

Authorities had different views regarding pragmatic and practical approaches in policy implementation.

*“In fact, it has truth both ways. Some see them practical others not”.*

*(PA participant)*

*“Probably lack of and pragmatism and not being practical can be also a reflection by the way these authorities by people trying to abuse flexibility of the various authorities.” So, I mean Maltese we have a saying that ‘with the bad even the good get caught up’”.*

*(GPD participant)*

On the other hand, MTA believe that this is an issue of whether the organisation is the lead authority or is an ancillary stakeholder in the process,

*“Let’s make one thing clear that the planning authority is the lead authority of decisions on development. So the MTA is an ancillary stakeholder to the planning*

*development process. It does not lead, it encourages, it helps, assists but does not necessarily lead the development process.*

*(MTA participant)*

PA participant argued on the time lag for the formulation of policies. Participant contended how people in organisation change and issues change accordingly according to people representing the particular organization,

*"It happens that the people on the local council at that time no longer serve on the local council five years after because all the council have changed and so you have a different set of persons with a different set of values, perceptions, aspirations, proposals and creativity".*

*(PA participant)*

PA participant argued that there are different stages of the implementation process that lead to a process which is practical or pragmatic,

*"...persons who are very very able in compiling policies but then when one has to implement you have to leave it in the hands of another group of people".*

*(PA participant)*

One other issue argued was whether there is the willingness to change policies and the timely process affecting policy formulation,

*"... all these documents, within the documents there is usually mentioned that this document is for the projections of within ten, twenty years for instance, it depends, obviously taking into consideration partial reviews. In fact, if one looks at local plans there were partial reviews of the local plans from time to time because obviously of human error, of lack of foresight because of the information was not available at the time or else a change in strategy because of certain factors".*

*(PA participant)*

Feedback into the policy formulation process is highly dependent on the commitment of stakeholders,

*“The main problem I find is the lack of commitment, sometimes, the lack of commitment for various reasons or else the lack of synchronism between one agency and the other because of priorities.”*

*(PA participant)*

Different policies by different entities is a challenge that is phased even by government to apply for EU funded programmes,

*“Sometimes you have policies that do not speak to each other. And this is sometimes our challenge because when it comes to funding you need to put every policy, sectorial policies, national policies together and you identify the common element, and those common elements become part of the operational programme. So at the level of the OP we try to line out such maybe inconsistencies or conflict. What we find is more overlaps rather than conflicts which is not bad in itself because overlaps show the links between the different policies”.*

*(PPCD participant)*

#### **6.4.14.2.3 Impacts of regeneration**

##### **A. Impact on the community**

Accessibility through regeneration was imperative not only for the impact on tourism but also for the community in general,

*“So it will IMPACT if we have a more inclusive accessible environment”.*

*(NCPD participant)*

Regeneration had undoubtedly left its impact on the society. It was argued that the mentality of the society has changed and regeneration is being appreciated,

*"I still keep, I still have, newspaper cuttings from the seventies, the eighties, of people complaining or lamenting over the destruction of heritage and all that. Nowadays, when I look back at those newspaper cuttings I say ok people are not grumbling any more about the destitution of Fort Manoel. It has been restored or Fort St. Angelo or Fort St Elmo or this fort or that fort or the fortifications of Valletta or Mdina because these have all been restored".*

*(PA participant)*

This led to the community to explore adaptable reuses for regenerated buildings,

*"Now I'm seeing people coming up with proposals and using Mdina ditch for instance which was regenerated three four years ago, and using that as an example of good regeneration and restoration so yes there was improvement, significant improvement over the past twenty-five years".*

*(PA participant)*

It is noted that regeneration is a major contribution to the cultural dimension as well,

*"it's also an educational place, because when we're talking about history, it's you are educating yourself about your country or about another country. History, so if you are not able to participate or receive that type of education".*

*(NCPD participant)*

Accessibility is not just providing community access to places but is a concept based on social responsibility,

*"It's a network. You have the social, the social which is linked to the financial because if a place is not accessible for everyone ultimately, financially you're not going to reach the level as if the place was accessible for everyone. There are there are other aspects, the inclusive aspect, when you have a place which is inclusive even the entity which works on the project is perceived as having social responsibility."*

*(NCPD participant)*

Transformation of place was a result of the regeneration of buildings and quarters. PA participant made reference to specific areas which had a very bad image on the society,

*"I think there has been some attempts with looking at this aspect particularly in the Cottonera area. Thirty years ago there were people in Malta who didn't even know the Cottonera area... Nowadays it has become fashionable to go and have a coffee along Vittoriosa waterfront, even seeing in the past five years, since five years ago Cospicua waterfront with cafes opening and quality cafes. So it's becoming an up and coming with regeneration of the area, fashionable place to go and have coffee, lunch, dinner, and a nice walk and obviously this is impinging on the property market then".*

*(PA participant)*

#### B. Impact on Tourism

Accessibility issues had been presented not only as a physical deterrent which impacts on the regeneration but is seen from the point of view of inclusion,

*"Tourists which are either elderly so they might have acquired disabilities, acquired impairment, and also we encounter such problems by kids who attend schools. Schools obviously create initiatives such as outings to historical sites and most of the kids cannot (with disabilities)".*

*(NCPD participant)*

So, whilst regeneration of several buildings could be noted, the negative side from non-regeneration has a bad impact on the community as lack of regeneration is a barrier to community integration.

*"Sometimes people do not understand or realise how much they are losing because the place is not accessible for all., he is not a sole person. He might come there with*

*his family, he might come there with his friends OR ELSE his friends or his family might choose not to come there because of him”.*

*(NCPD participant)*

Main impacts on tourism through regeneration were improved tourism product,

*“... improved the tourism product, the tourist product in Malta obviously, MTA particularly who are in charge of promoting Malta as a quality product abroad focuses”.*

*(MTA participant)*

### C. Impact on historic buildings

For the GPD, the main reason for regeneration resulted to be the commercial aspect of the building as an asset and by

*“Protecting it, you’re improving its value”.*

*(GPD participant)*

*“It’s not just the means of preserving that individual building, but also of enhancing the urban fabric of the city. So first of all, I would say that preserving historic buildings is the first priority is to preserve what is historic...so preserving the identity of that building itself and finding it an alternative use that is, that is in line with nature of the building ... for our heritage value, for our identity values, as Maltese, for our architectural values, there are various values linked to a particular building”.*

*(MTA participant)*

Regeneration is market driven and whilst various participants have argued on different drivers of regeneration, it is contended that the regeneration process is highly dependent on the market,

*“I think it is much MARKET DRIVEN. It is being helped by government for example, there are discounts when, in MEPA fees when you are restoring a building. In fact,*



*we encourage MEPA to provide discounts to operators who are applying for a project to discount their fees. However, I think for example, first of all I think that activities like V18 and these activities have given a huge boost to, to these, to these regeneration of these buildings”.*

*(MTA participant)*

#### **6.4.14.2.4 Issues arising from decision making stakeholders**

##### **A. Identified Gaps**

One identified gap concerned the funding of the EU OP,

*“The MAIN driver behind an applicant applying for funding, but the OP is driven by different logic. The OP is driven what are the assets that you possess that if you properly regenerate and if you properly give them, a dimension can contribute to the overall economic development of Malta. So, you find that the logic in the OP is different from what drives a beneficiary to submit a project for funding”.*

*(PPCD participant)*

Another gap that was identified is the EU funding policy when heritage items are discovered during regeneration of historic buildings,

*“A discovery requires time, you need to properly record it, the SCH need to be informed, they need to be involved, They, you need to go to the motions, ensuring that you’re protecting what you’re finding, if it’s worth excavating and then making it visible to the project, you need to do that, but obviously when you’re pressed for time and you have a 31st December 2015 deadline by when you need to spend money, otherwise the money is lost, that is a very SERIOUS challenge for a project being implemented within a historic building”.*

*(PPCD participant)*

The research gap hinders the regeneration process,

*“You cannot promote guidelines without having facts, and sometime of new ways or means of how the place can be made accessible. Because maybe we just know till, till. I feel we are not updated in regards to historical buildings so there we cannot speak a lot. So, there is a gap. There is a gap, there is a lacuna there, there is a lacuna there”.*

*(NCPD participant)*

Another gap that was identified is that policies are of an enabling nature that leave room for very wide interpretation,

*“Most of the policies, the ones in the structure plan, the ones in the local plans, as well as SPED and in the development control guidance documents and other guidance, they are rather enabling”.*

*(PA participant)*

## B. Key Lessons

Accessibility was a major improvement for the tourism and leisure industry,

*“We see it from, I’m going to see it from the point of view of hotels we see it from hotels. The difference, for example, we mention {interviewee mentioned a five-star hotel in Malta} which is a very accessible hotel and last year it won an award, a European award regarding accessibility.”.*

*(NCPD participant)*

Past experiences revealed that regeneration is doable,

*“First of all I think that the lessons learnt are that we can do it. Despite being a very small nation without natural resources or other rich resources like oil, gold, diamond, or territory, whatever the greatest resource is our services, human resources and that we can set out good idea and one forward thinking ideas into gaining recognition from other parts of the world. In particularly now that because we are in the EU we can convince to get funds and we have given example of how those funds can be*

*utilised and in that way, I think it has improved quite significantly. Our outlook that we can care for our monuments, our historic centres.”*

*(PA participant)*

And a top-down approach was adopted in past projects,

*“Much more needs to be done particularly about awareness, because it is still coming from above, that trying to sort of force rehabilitation, regeneration, restoration, respect and care towards heritage from above. Sometimes you have some pressure groups but pressure groups, despite they are small in number, in number of members, they make a lot of noise in the media which is positive, however sometimes it is not directed ... most appropriately, it seems that sometimes pressure is mounted in the media just to create noise, without proper proper foundation. And this leads to the authorities or other stakeholders not to take pressure groups or people in the heritage conservation sector very very seriously”.*

*(PA participant)*

### C. Heritage Buildings for Tourism

The Albergo Diffuso is being an emerging concept introduced in Malta,

*“It was basically an idea that we have and we saw the advantages of having this flexibility, because basically what you are doing is linking the two buildings, or three or four, but removing the need to have like for example the breakfast area, so in practical terms it’s quite simple.*

*(MTA participant)*

Innovative concepts for utilization of historic buildings for the tourism and leisure industry were market led that are presenting different considerations on planning issues. The restrictions of adding more floors to existing historic buildings is encouraging investors to revert to alternative models in accommodate the tourism and leisure industry,

*"On the ground it means that you have to talk to MEPA that this building is linked to the other, it is going to be licenced in this way, and they will say but why there isn't a reception area, this is a block of flats? And then will say ... So you'll have to work it out with these various organisations, as I said mainly is the Planning Authority because mainly it's an issue of a building permit and a licence to operate. The planning permit is issued by the planning authority and the licence to operate is issued by the MTA. ... we have also 'albergo diffuso' which is a new type which is being introduced in Malta very much on the lines of the Italian model developed in Italy ... This will help obviously enable investors to add rooms to their existing hotel for example, without having to invest each and every time into a reception, a breakfast area, and whatever. I think this is a good model for pedestrian areas for example and places like urban conservation areas, not only Valletta and the Three cities but also other places".*

*(MTA participant)*

Promotion of accessible places was one of the discussed factors that attracts tourists to stay in heritage buildings,

*"What we are doing to make it more easy for tourists we are designing an application (digital) which will give you all information regards accessible restaurants, accessible hotels, accessible parking places so they can plan their stay in Malta before they come with this application. Sort of information guide.*

*(NCPD participant)*

The advancement brought by heritage labels were introduced in legislative framework,

*"Yes, in fact we have a legal reform, right now, sort of we're following the market. This reform has been going on for a few months now and we have a new label, new legislation and we have legislation in terms of heritage, we have heritage labels again, being confirmed".*

*(MTA participant)*

Various positive aspects of marketing were noted in regeneration for tourism,

*“Another reason which we look in regeneration of historic building but through giving it out to private individuals is also from the point of view that sometimes it’s better to have certain items, in the hands of the private industry, because certain marketing and that kind of thing tends to be better done by the private industry”.*

*(GPD participant)*

*“Another element that is used as a reason for regeneration is that most of the time we have the asset but it’s not properly presented for someone to appreciate”.*

*(PPCD participant)*

*“Rather than going round and finding simply exhibits with something written, it added a new dimension. It added the interactive experience. So suddenly the same story is being told in a different way, in a way which today, in a technological advanced society you would have expect it”.*

*(PPCD participant)*

### **6.5 Phase 3: Focus groups**

Phase 3 was a focus group which will bring together the non-decision making and the decision making stakeholders who took part in Phases 1B and 2 respectively.

#### **6.5.1 Aim and objectives**

The overall aim of the focus group study was to cross examine the issues raised during the interviews carried out within the previous stages of this study and to produce insights in order to develop strategies to address the issues that have resulted in the interviews and try to generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry.

The objectives of the focus groups with stakeholders were:

- To cross examine as part of a group discussion issues that were raised during previous phases of the research.
- To discuss strategies to enhance regeneration of historic buildings.
- To examine gaps in legislation and policies in regeneration of historic buildings for the tourism and leisure industry.
- To determine gaps in funding mechanisms for regeneration of historic buildings for the tourism and leisure industry.
- To generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry.

#### **6.5.2 Inclusion criteria**

- Non-decision making and decision making stakeholders who were invited to take part in the semi-structured interviews.
- In case requested participants could not attend the focus group, participants were chosen through snowball sampling.

#### **6.5.3 Participant recruitment**

Non-decision making and decision making stakeholders who took part in the semi-structured interviews and Planning Commission members were requested to participate in a focus group study.

#### 6.5.4 Invitation letter to participate

Participants were contacted by phone to explain the aim of the study and the importance of their participation in the study. The study process was explained. Ethical issues were also taken into consideration and discussed with participants and the voluntary nature of the study was emphasized. An invitation to participate letter was later sent to all requested participants four weeks prior to the focus group (Appendix 6.4.1a and Appendix 6.4.2a). The letter contained the purpose of the study and steps to be employed during the focus group. Prospective participants were informed on the intended level and method of participation.

#### 6.5.5 Sample size

Table 6.14 shows the participants that were requested participation in the focus groups.

Table 6.14 Participants requested participation in the focus group with the non-decision and decision making stakeholder

Authorities that participated	Number of participants
Architects	2
Investors	2
Community Representatives	2
Panning Authority	1
Superintendence of Cultural Heritage	1
National Commission Persons with Disability	1
Malta Tourism Authority	1
Planning & Priorities Coordination Division	1
Government Property Department	1
<b>Total</b>	<b>12</b>

Since representatives from SCH did not participate during semi-structured interviews a separate focus group was held with committee members of the Planning Commission within the Planning Authority (PA) since these members are provided

with direct feedback of SCH in relation to development applications for regeneration of historic buildings (Appendix 6.4.2a and Appendix 6.4.2b). Table 6.15 indicates the participants that were requested participation in the focus group with the Planning Commission.

Table 6.15 Participants requested participation in the focus group with the planning commission

<b>Commission members</b>	<b>Number of participants</b>
Planning Commission	4
<b>Total</b>	<b>4</b>

#### 6.5.6 Sampling frame

The focus groups were carried out in June 2016.

#### 6.5.7 Focus group process

Two focus groups were carried out at the most preferred time of the day requested by the majority of participants. Focus groups' discussions were no longer than 90 minutes. The venue for the first focus group was at the Auberge d'Aragon, Valletta and the second focus group was held at the Planning Commission offices, Floriana.

The funnel strategy (Morgan, 1997) of moderator involvement was applied, with the principal researcher acting as moderator with initial minimal involvement. The moderator's role was to encourage free and open discussion, transitioning to a more structured discussion of specific issues, with the aim of obtaining both participants' perspectives, as well as their answers to the researcher's specific interests. The topic guide was developed from issues raised during the semi-structured interviews (Appendix 6.4.3). An assistant moderator took notes of the discussions, including non-verbal responses and pauses, eye contact, patterns of speech and turn-taking of discussion. Focus groups' discussions were audiorecorded using two recorders, one as back up in case of system failure. Participants were requested to discuss in English, but could express themselves in Maltese if they felt the need to.



### 6.5.8 Consent form

Participants were requested to endorse a form, thus giving consent to their voluntary participation in the study (Appendix 6.4.2a and Appendix 6.4.2b).

### 6.5.9 Data handling and analysis

Focus group recordings were transcribed 'intelligent' verbatim. Maltese statements were translated into English by the principal researcher. Thematic analysis was carried out using Atlas.ti® version 7, as described in section 5.3.4.3, with the coding frame developed independently by two researchers. Codes applied to describe participants' quotes are described in section 6.3.12.

### 6.5.10 Trustworthiness

A number of measures were implemented to promote trustworthiness and thus study rigour:

- A5 detailed decision trail, as suggested by Sandelowski (1986), was kept throughout all the focus group research to ensure dependability and transferability.
- Trustworthiness in interpreting data generated from the focus groups was ensured by presenting interpretations using participants' own words and concepts as much as possible (Chioncel *et al.*, 2003). Transcriptions were also sent back to participants for their confirmation.

A number of measures were taken to reduce bias and thus improve trustworthiness.

- Clear statements of the purpose of the research study were provided at the start of the focus groups to reduce expectancy bias.
- The focus group discussion was semi-structured to minimise interviewer bias.
- Data was also collected at various stages employing various methods thus contributing to the reliability and validity of the research.

### 6.5.11 Research Governance

The study was approved by the Research Ethics Committee of University of Bolton and abided with the UK Data Protection Act (1998), the Maltese Data Protection Act

(2001) as well as the EU Data Protection Directive (1995) at all times by the use of password protected databases accessible only by the principal researcher.

## 6.5.12 Findings of focus groups

### 6.5.12.1 Participant demographics

Table 6.16 indicates the participants in the focus group with the non-decision and decision making stakeholders. Table 6.17 indicates the participants in the focus group with the Planning Commission. Participants are identified as Plan Comm P.

Table 6.16 Participants in the focus group with the non-decision and decision making stakeholder

<b>Authorities that participated</b>	<b>Number of participants</b>
Architects	2
Investors	2
Community Representatives	2
Panning Authority	1
National Commission Persons with Disability	1
Malta Tourism Authority	1
Planning & Priorities Coordination Division	1
Government Property Department	1
<b>Total</b>	<b>11</b>

Table 6.17 Participants in the focus group with the planning commission

<b>Commission members</b>	<b>Number of participants</b>
Planning Commission	4
<b>Total</b>	<b>4</b>

### 6.5.12.2 Identified themes

Table 6.18 indicates the themes and codes for each respective theme identified during focus groups.

Table 6.18: Themes and codes identified during focus groups

Themes	Codes
Financing regeneration	EU funding National funding
Governance	Authorities Bureaucracy Time factor Construction windows
Legislation and policies	Legislation Policies
Issues	Historic buildings Approaches for regeneration

#### 6.5.12.2.1 Financing regeneration

##### A. EU Funding

A participant argued that the EU funding policies are driven by the objectives of the EU. This directs the purpose of funding that is allocated to the EU funding programmes under considerations,

*“So important that whilst certain things on a national level are important, on a European level we are talking to a stakeholder who has different objectives, or his point of departure is different”.*

*(PPCD participant)*

It is therefore the criteria and indicators that are set by the EU that have to be fulfilled so that projects are eligible to qualify for funding,

*“Unfortunately, EU say no because if I need that different regions come at par, what I need is more investment in research, because there is where I obtain a competitive edge on the Chinese, and competitive edge on the Americans. So it is a competing priority ... the arguments that you bring up need to be economic arguments”.*

*(PPCD participant)*

Some indicators are measurable, the main contention with EU funding becomes complex when there are no tangible measures,

*“But the fact that there is no tangible indicator, there is no return directly attributed to it, but it's very indirect. There, in this programme it's not possible”.*

*(PPCD participant)*

So, funds are difficult to be obtained for heritage related projects,

*“It is very difficult that I apply for funds”.*

*(Community Representative C4)*

It was argued therefore that regeneration projects for tourism should address a national scale rather than a local scale,

*“If you have the potential to develop infrastructure One, on a national level and two, on a local level, you are creating the link, at least the tourist does not come to one locality but will go around”.*

*(PPCD participant)*

A typical example was the regeneration of an area within a locality which was linked to a touristic attraction in a nearby area,

*“The works on the square that we did at Qrendi (Tal-Maqluba) was approximately, the passage that leads to Hagar Qim (a historic temple). They are another type of EU funds, rural funds, but these people have policies that guide them”.*

*(MTA Participant)*

This EU policy mechanism creates difficulties to local authorities and NGO's as they will have to apply for funds with other projects of larger scale,

*“When we are saying that there will be a lot of government projects, not to tell local councils to come with a project, we tried to make a move for the good. Afterwards we are going to issue a call which is dedicated on equal footing to local council and NGO’s”.*

*(PPCD Participant)*

And local councils are encouraged to collaborate to forward proposals to be considered for funding allocation,

*“But, the opportunity is there., Local councils are small, and some time a locality, say like Tarxien and Fgura (two neighbouring localities in Malta) and you say why these localities have not applied for the projects altogether as a trail”.*

*(PPCD Participant)*

The government will establish criteria to qualify for funding in line with the overarching framework of the EU,

*“EU funding is available when projects that a proposed in front of us, are being addressed, from the needs that were set by government”.*

*(PPCD participant)*

Funding programmes are based on priorities and government may submit proposals so that certain projects could be addressed in the next programme,

*“One important point that needs to be highlighted is that as we go along, that which is possible will be shifted. That which is not possible under the current programme will be possible in the coming programme”.*

*(PPCD participant)*

Investor contends that funding should be made available for private projects,

*"I think that one needs to work on the lines that there would be assistance even to private projects".*

*(Investor I1)*

due to the financial considerations and ownership of heritage buildings that are in need of regeneration,

*"The private sector does not withstand all that capacity to restore the forts. This is property of the government as forts are government property that are transferred to me on emphyteusis. It is important that one, it does not mean that to government but the EU, will give funds for restoration of forts that are important to be safeguarded. Rather, I gave you this land, its leased to you and now you have to do it on your own. It doesn't work like that, because there are limitations for everyone".*

*(Investor I2)*

It is contended that regeneration is beneficial to the entire community and hence no distinction should be made between government and private projects. Investor argued that government projects are funded by national government but private projects are at a disadvantage as these have to be carried out by private funding.

*"So government is funded by projects which are private, but where there is need for substantial funding, because there is also an element of national heritage, then that becomes difficult to be addressed. In this context I think that there should be EU funding".*

*(Investor I2)*

There are several misconceptions on what qualifies for EU funding,

*"A historic building in itself does not make you eligible for funding ... It is unfortunate that there is a misconception out there that EU funding is available for everything".*

*(PPCD participant)*

## B. National funding

Participants discussed past national funded schemes which were of particular interest and were of great success,

*“Like the balcony restoration scheme. There was the government who launched the scheme. MEPA not government. There was a scheme which was very interesting, it was practical and which is very applaudable. So, certain things are done. Government or the Authority or whoever will say listen, let’s preserve what we have. Now the balconies are national heritage which needs to be restored. So these things happen. That’s very positive and I think that you need for the private sector”.*

*(Architect A2)*

One other scheme addressed to facilitate the transfer of old buildings involves tax grants,

*“There is a big problem with inheritance. At the moment there is a scheme that if you apply to sell or buy a property, you pay half of the stamp duty or tax. From 1st Jan to date about 600 applications were received, it is fast track, processed within one to three-day maximum. There were cases where there were no rights. In one particular case we had 92 heirs”.*

*(PA participant)*

### 6.5.12.2.2 Governance

#### A. Authorities

An investor noted that the streamlining of different authorities is necessary,

*“There will be an EU funding section that will be integrated with the section of restoration of old buildings. In that case people would go there, one stop shop and everything is known”.*

*(Investor I1)*

The same participant noted also a degree of carelessness from authorities,

*"They leave all the debris in the surroundings, they don't take care, you report, once twice and three times but then with the excuse that the council has no funds, this for the fact that council need four bags to gather the refuse which is thrown away by people in the area. Wind blows all debris".*

*(Investor I1)*

One architect contended that addressing different issues to address requests made by different authorities would be detrimental to the final product,

*"You start working on a project, you will dedicate all your energy, but then when you start this process, you start reducing from here, reducing from there, and you end up in a process as a ticking the box exercise. I accommodated NCPD, I accommodated PA, I accommodated MTA and in my opinion it would be of low quality".*

*(Architect A1)*

A call for a co-ordinated approach to address issues by different entities was raised by different stakeholders. This was suggested in order to address the various difficulties encountered during the planning process which is consequential to duration and quality of the final project.

*"I think and suggest that there should be a structure whereby, before a formal application is submitted, there will be all the stakeholders involved in one formal meeting, even if need be against a payment by the developer, so that everyone would know exactly each other's position and the application is submitted once all consultees are brought together. I think that like that the process will be much shorter, because one of the main issues is the long process of the application".*

*(Architect A1)*

A similar issue was raised by MTA participant noting the fact that though various reforms have been carried out, coordination has not been addressed,



*"I witnessed a lot of reforms of the Planning authority, I'm confused which version number they are up to, I think no 12. We always remained with the same problem. Now we discovered that the SCH have special powers, so it's not a normal consultee, so we went back to the original situation. Lands which was considered as a Consultee, now you have to obtain its clearance beforehand. You need consent, so addio one stop shop!"*

*(MTA Participant)*

## **B. Bureaucracy**

The redress mechanisms have also provided bureaucratic processes putting investors and architects in difficulties,

*"We have to, because the process today is sorry but I you have redress here, you have redress there, you can open a court case, even in the case of the superintendence, if you have a decision which, even if our team, policies has to follow this sectors, and it's important that these exists ... Investor so that in certain situations yes, we need to be more flexible for the benefit".*

*(Architect A2)*

## **C. Time factor**

Time related issues and delays in the process to obtain a planning permission was contended by investors. Time resulted to be as one of the gaps to be addressed,

*"The gap I think, I in my opinion the time factor. There is a need to address this. There will be projects of such calibre, and for these to be developed or issued with a permit, or refusal for instance, it takes long years".*

*(Investor I2)*

*"And it seems that for various governments the time factor, for them (authorities) does not exist. For us it exists (it's important) because there are all the interests to be paid, and other sitting pretty, I'm not referring to MEPA, or the other departments".*

*(Investor I2)*

Time considerations have negative financial consequences on the projects as huge investments are necessary and financial mechanisms are also time dependent,

*“Important that one has to understand that we have huge financial interest and there were companies which went bankrupt because they were left awaiting decisions that had to be made”.*

*(Investor I2)*

One participant raised the concern regarding construction activities anticipated for V18,

*“I’m afraid that during the V2018, we can organise an orchestra of tower cranes. So the time lag is a very important consideration as well”.*

*(MTA Participant)*

#### **6.5.12.2.3 Legislation and policies**

##### **A. Legislation**

Heritage transpired to be one of the main barriers of regeneration as owners are not encouraged to sell or to regenerate buildings,

*“Heritage laws, heritage laws, because sometimes, a building is dilapidated because there is nobody who is taking care of it, because it has been divided, although some laws have been enacted by parliament, the majority shareholding, the majority part can now force a sale after some three years or so”.*

*(Plan Comm P 3)*

Participants discussed how legal issues can be resolved by introducing new legal frameworks for transfer of ownership,

*“... wanted to embark with regeneration, but not in a scale of one particular building, but on the scale of blocks, that is a merit of how one looks at regeneration. But something which I think we really lag behind is that legal framework that gives the*

*right to government to do compulsory purchase, but in a different manner from direct expropriation. But it has to be fair, it means that involves shares of companies, that is a sophisticated manner how property is expropriated, not on the lines that everybody will be sent out. I think it is something that one may be involved in it".*

*(MTA Participant)*

Gaps in existing legislation were also identified by stakeholders,

*"... recent law that is that if an individual, owner of an old property, if he can't do investment to restore, he can restore it and he sues for the costs incurred. This was never practised, and I think that it is another gap. Because how can the superintendent, from my point of view, exercise his rights by law on a private proprietor, when the same government, or lands has so much property. Then the government takes me to court and I say sorry, why didn't you take care of your own property.*

*(Architect A2)*

Obligation of property registration to identify extents of holdings and ownership is lacking,

*"In the 1930's in Italy everyone had to register the property. The whole of Italy within 2 years. At least I start from Valletta, It's a world heritage site, capital city, urban conservation area, Valetta 18. That what we have should done. Every property in Valletta, you do a compulsory registration, otherwise it will be to government. If you're in a state that you can't take care of your property. To claim it back you have to go to court".*

*(PA Participant)*

## B. Policies

The Planning commission argued that the impact of research comes from consistency in their approach to determine development application proposals and research by site inspections rather than scientific research of policies,

*“Consistencies, probably the best finding because we are very consistent on the heights of buildings, as it was mentioned before we do inspect sites and we are consistent even when buildings have to be demolished or not. We always ask for structural report, we see the fabric, we see whether the building can be saved or not, basically the façade ... so yes we should make”.*

*(Plan Comm P 2)*

It was argued that decisions should be based on contextual data and information,

*“Our experience when you visit a place, not one place, you build, you interpret the policy, you see it and there were cases where we visit sites, there was a proposal and the board said, I’m sorry now this can’t be done. And obviously, there was a negative vote. Sometimes, most often it’s a unanimous negative vote. So, it’s thought of quite well”.*

*(Plan Comm P 2)*

Two members of the planning commission contended that the process to achieve building planning permissions is amongst barriers for regeneration,

*“Planning permissions, rent laws, the old rent laws. rent law would be the major concern for regeneration”.*

*(Plan Comm P 1)*

and in some cases where alterations and possible use are limited,

*“Another case is adapting an old building to the new uses, certain buildings you’re limited in the amount of interventions which you can make although it depends on the type of building, and the type of scheduling that building has, whether Grade, 1,2,3”.*

*(Plan Comm P 3)*

Use of buildings is a determinant factor to ensure its sustainability,

*“Ensuring sustainability I suppose, like for example when you have a building which is going to be restored, a historic building, the use is very important what it’s going to be.*

*(Plan Comm P 2)*

The positive aspects of regeneration were highlighted by all stakeholders, the deciding and the non-deciding stakeholders. Making accessible places is thus beneficial to the tourism industry and to the local community, site seeing and educational purposes. Regeneration thus has this positive impact on the tourism industry and the community for various reasons,

*“It helps the economy, it’s part of our heritage”.*

*(Plan Comm P 3)*

*“To conserve buildings rather, not to let them go to disrepair, disuse and basically dilapidated ... so that they are kept”.*

*(Plan Comm P 2)*

*“If you conserve a building also you will conserve the urban fabric, with its consequent social, economic and political structure. So if you are conserving particular buildings of a historic and important nature, you would also be and regenerating them, there’s a difference between regeneration and restoration, and you’re regenerating them”.*

*(Plan Comm P 1)*

The social considerations are complex and determinant factors associated with regeneration. Regeneration of historic buildings could either have positive or negative impact on the society,

*“Once you regenerate them, then you can reinforce the social fabric with the consequent economic factors which come with it and you’re also keeping a society vibrant in its particular location. If that is not done, you will have a shifting of that population, with the consequence of the take up of new land and further more with the consequence of with the self-degradation of the social structure possibly gentrification of the social structure.*

*(Plan Comm P 2)*

*“... so if one is to conserve a building, there are, rather than speaking of five main reasons of regeneration one can identify that keeping that urban fabric while enhancing the social identity, the social structure, political structure, economical structure of the society”.*

*(Plan Comm P 2)*

Participants all agreed that gentrification causes negative effects to the social structure of the locations,

*“Not positive, because prices, rents. Now if you have a historic building, let’s say the state decides to intervene. Yes, we did intervene in Pembroke, we had a stock of buildings and we gave them to whoever in the 1980’s. Go and see the buildings today, go and see the buildings today, the old British buildings, because those who built villas, of the home ownership schemes, they build it themselves, that’s a different type of people”.*

*(Plan Comm P 3)*

One of the main attributes of regeneration is the fact that buildings are protected,

*“Basically if it’s grade one you’re conserving the frame with minor changes. If it’s a Grade 2 building it will allow you to put in an intervention, and the there will be ... so basically without that framework of protection, a number of buildings would be lost. So if you’re looking at, You also have to look at it in economic terms vis a vis regeneration, if I can pull down a building and develop a block of flats I would*

*generate 'X' amount of millions, rather than investing so much to regenerate the place and in selling it I would generate my money from using it. So, that is a balance a developer would have to do. A developer generally if he is just looking pounds, shillings and pence, he would pull down the rebuild the building".*

*(Plan Comm P 1)*

And where the regeneration of buildings contributes to enhancement of the street scape and historic quarters,

*"If it's a point I like to make. You get building's in UCA's which are dilapidated and the stone fabric is damping. It is either too damp or too crumbled away. Now in a UCA, so you could sometimes literally pull it down, I mean it's not scheduled, just have features and have something new, modern, with an urban conservation characteristic, and that would be an improvement, to the streetscape, to the city scape".*

*(Plan Comm P 3)*

Regeneration is highly promoted by the planning commission. It is encouraged. Though certain concerns are addressed certain issues remain a challenge for the planning commission,

*"One could say that as a board, we take it very very seriously as regeneration and we try to promote regeneration. If we take for instance Valletta and the three cities, this board has a concern about for instance height limitations, height limitations in Valletta, we do take care of it and we actually do site inspections to see which is the best way forward, without precluding the investment that is necessary in the regeneration of such buildings".*

*(Plan Comm P 3)*

One main crucial factor for the investors is however the increase in the allowable building volume,

*“Authorities will make it very difficult for us to be granted those additional floors”.*

*(Investor I1)*

as well as the contemporary demands required by the tourism industry,

*“Another issue is when you are proposing accommodation, touristic accommodation. Heritage vs planning issues. ‘you can’t touch here’, ‘you can’t touch there’. Comfortability? You either allow that buildings are to cater for accommodation or do not grant permits in the first place”.*

*(Investor I1)*

One architect contended that a reasoned approach should be the determinant common factor in assessing regeneration projects,

*“I mean decision maker we have to, although nine out of ten places they still demand that each floor should be accessible, then we have other places that, it is good that a certain building is not accessible for all. Because in this case, balance should prevail. Accessibility is important, but in certain cases there has to be a precedent. (precedent). In this case it should not be accessible for all”.*

*(Architect A2)*

Where this was to a certain extent agreed by NCPD participant,

*“So maybe we can see that things in the proposal require to be more flexible, so I fully agree with what have been stated by the architect. To be flexible we consider it as a positive step, and even the attitude, from the consultations that we have, the attitude of how one forwards the arguments and the papers on the table. Different people also present things differently”.*

*(NCPD Participant)*

The way the scheduling policy is presented is a main contention. Various participants raised similar concerns on how a good policy is presented in a negative way,



*"The current scheduling policy is too negative. There's already, we are in a situation that not that you have a scheduled house you're trying to schedule it but, you have to be loaded with burden, because it is issued with the thinking that I am scheduling your property. If you want go for appeal, if you feel appeal from the decision. Instead of saying listen you have a property, it is proposed to be scheduled, you have added value because there is potential, it's backed by history. The scheduling scheme by MEPA is all negative. This is something that it surely undermines the interest of people, to see this as an opportunity, but seeing it as a hurdle, it's seen as a hurdle".*

*(Architect A2)*

*"So, the authorities schedule your property and then it's up to you to restore it".*

*(Investor I2)*

*"Every time there is scheduling I insist that there will be a grant scheme"*

*(PA Participant)*

Planning commission participants argued on the need for a sustainable approach concerning boutique hotels.

*"There is a trend, at the moment for Boutique hotels".*

*(Plan Comm P 2)*

*"So we do get those requests, that at the end of the day you have to add a couple of bedrooms or a lift so the project would not be feasible. So yes, we do balance between what is being proposed by what is going to impact".*

*(Plan Comm P 2)*

*"From the sustainable point of view. It has to be sustainable, economically, socially and financially. So if it's not going to be sustainable financially, forget it, because it's not going to be regenerated. P1: Even if you restore it, you can't retain it, so it's crucial that what I mentioned does have a bearing when we have an issue".*

*(Plan Comm P 1)*

Various impacts of regeneration were mentioned by Planning Commission participants,

*“Generally speaking, what you are looking here is façade of buildings. Since of how it’s going to impact on the general public”.*

*(Plan Comm P 1)*

Where the use is a determining factor of the regeneration,

*“Yes, the use, I mean. If you’re not going to have this social impact, let the thing, a dilapidated building becomes empty. Apart from it being left to dilapidate even more, you don’t get the people in the area. I mean, I’m talking through experience even Valletta. With all these boutique hotels that there are, very often you see people walking along the road with suitcases. Until a couple of years ago you never see a person in Valletta walking out with a suitcase. Because there were no hotels in our city, not even the capital city. There were only two (participant mentioned name of two hotels). Now there are about six in St. Ursola street, another six in St. Paul’s street, another three in Old Theatre street”.*

*(Plan Comm P 2)*

Different perspectives of impacts of regeneration on the society were argued. Main issues raised included the scale of buildings,

*“Because the buildings are built too big for families to live in them. I mean they have to be used by something...”*

*(Plan Comm P 2)*

One planning commission member presented the main aspects that are considered with proposals for regeneration of historic buildings. Whilst noting the financial considerations that are required for regeneration of historic buildings, the planning commission gives considerable attention to the residential aspect of the area, limiting

commercial entities in moving into residential zoning especially those related to entertainment,

*“From the social point of view as well, what we are very careful of, is that certain types of development, if there is already strong residential element, you try not to introduce a commercial entity inside that residential element. We are very careful of for example introducing transport in a residential zone unless its earmarked for the development, commercial, not commercial, we are very careful and not putting in a bar for example, or restaurant in a residential area”.*

*(Plan Comm P 1)*

The regeneration that is brought by individual buildings eventually is transformed in regeneration of areas of historical contexts which attract activity within the regenerated area,

*“One thing that we should also think about is this. Once you start regenerating a city, or an area, you create a feel-good factor for the citizens of the country, so I was pleasantly surprised about seven years ago, going to Birgu, seems the efforts of Birgu to improve. Valletta over the last twenty years has changed, so as (one participant said), boutique hotel, the government has invested in the paving, starting with Republic street and with Merchant street, different governments did it and there is a build up so Valletta, we consider it a gem”.*

*(Plan Comm P 3)*

#### **6.5.12.2.4 Issues arising from non-decision and decision making stakeholders**

##### **A. Historic buildings on the Island**

Malta is enriched with historic buildings. The main issue that predominated is how the nation copes with the demand for regeneration,

*“But the fact remains that this country is so enriched with such places, heritage, history and culture, (ghal grazzja t’Alla), that in the same time one have to*

*understand that this is a big burden on whom who is in this sector is trying to do a good job”.*

*(Architect A2)*

On this aspect, prioritisation of regeneration of historic buildings was widely discussed,

*“And in such decisions you have to evaluate also that I have to select on ten projects, and I have to start from project no 1 till I will at once arrive to do project no 10, and in my life time I will never be able to do project no 99.”*

*(Architect A2)*

Examples of places for regeneration were discussed with the main issue being the opportunity cost,

*“The decision was based on priorities, we left Ricasoli. Ricasoli was also under consideration. Instead of Ricasoli we made Cittadella. There was a decision, that had to be taken with care, and we applied for Ricasoli, but we were directed that instead we do Cittadella. You will be leaving behind, very small portion compared with what others are doing, a long and never ending list of projects, but we say that, tough a small portion we managed to do another part.”*

*(Architect A2)*

as lots of resources are required,

*“Reality is that you need a lot of resources, financial, because government have other commitments as well.”*

*(Architect A2)*

There was agreement on the ongoing regeneration to safeguard historic buildings on the Maltese islands,

*"I really appreciate the fact that, and I want everyone to understand that a lot of work has been done in this country".*

*(Investor I2)*

*"...now there were shameful thing as well, but today we have heritage that would have disappeared if there was no one that utilised these buildings. This is similar when having a house, all of us have houses, leave it there, abandon it, you do nothing I mean, you don't restore it, just leave it there. After lapse of ten years, you'll find it deteriorating. So it's good that one find's the compromise of how to use heritage in this country, in the most intelligent way, where is preserved and utilised in a good way. I think that this is the combination that we have to use and be mature in it.*

*(Investor I2)*

Government property has been subject to several legal issues that barred the regeneration process,

*"There are other reasons which are legal issues, the property could be vacant but there is a court case pending, which might take years and in the mean time we can do nothing ... There are also cases where government has abandoned the property. It could be that there are interest not in that particular building alone but is interested in a set of buildings. So government will expropriate according to the law. It could be that from six owners only five have agreed and still you cannot proceed with works. There are areas in central Valletta which are in similar situations".*

*(GPD Participant)*

Other issues on government property was the misuse of historic buildings,

*"When you see the various historic building fortification that we have in this country, most of them are deterioration. There were some which were used in a good way, but there are others which were used very badly. I mention, because we mentioned*

*it during the interview, Fort Ricasoli, once it was used and I know due to my work experience, the bonded stores of Ricasoli, this was a national disaster.”*

*(Investor I2)*

contending that use for the tourism and leisure industry would have been an adaptive reuse,

*“It’s better if they gave it to someone who can use it how we mentioned, for tourism and entertainment. For sure all that damage would have occurred to that building, trucks and fork lifts breaking and damaging here and there. Instead of using it for the good we ruined it., Now we are trying to build it again.”*

*(Investor I2)*

A particular investor argued that he experienced difficulty with authorities in trying to safeguard a historic building which had to be demolished because it was out of the building alignment,

*“MEPA decided that this can be demolished because it was out of building alignment. Obviously, we had very big hurdles, gathering old pictures to convince them that this was something historical”.*

*(Investor I1)*

## **B. Approaches for Regeneration**

Participants highlighted different philosophies adopted in Dubrovnik or in other places,

*“They have different philosophies adopted in Dubrovnik or in other places, in particular Eastern block that regeneration would be rebuilding. So, there would be rebuild, to the minor detail, façade, building etc. The, In the western world regeneration policies are different, basically you identify even from architectural point of view that the building is built in the year 2016, it was built in 2000, it was built in 1800’s etc, basically you’ll have what you have in London. You find places where*

*you would have a building where it has a cutting-edge design with a Victorian building for example or a Georgian building. It all depends also on interpretation”.*

*(Plan Comm P 1)*

One common element that emerged was that consensus is required for successful regeneration,

*“We need to be conscious of this fact, take care of our country. Now. How we are going to take care of our country? Important that everyone is reasonable. If we lose this reasoning, all parties that are here, futile to discuss. We need to reason that leads to compromise, we do not lose the national wealth, our heritage in this country, but we need to find compromise how all that wealth is utilised”.*

*(Investor I2)*

suggesting that all entities should meet and be pragmatic in their arguments,

*“The best thing that I see is practical is that the entities meet together, being the investor and anyone who is interested being MEPA, or other departments, we meet, we’ll be mature in our arguments, we don’t need to be egoistic, in every context, both from the private and from the authorities and we see what’s best, to achieve this compromise so that this wealth, that we have in our country will be utilised for good”*

*(Investor I2)*

MTA participant raised the issue of what stakeholders require from both the public sector and the private sector,

*“I think that there are two things one needs to distinguish. 1) The side of the government and the side of the private sector ... The position by government: there was huge improvement, huge, in the mentality, the projects and the funds available. I think that if it was not for EU funds that were invested thirty-two million, and more, that with the capacity of the restoration directorate, the maintenance and restoration of the forts gave a new appearance, a new image, locations like St Angelo, St Elmo,*

*that we spoke much about could have never been done. The EU funds, provided the impetus, not an issue of policy, that you have people working, it gave an opportunity. They have the money to do it and they worked, and we are seeing the results. Government made huge progress. The private sector, what requires? The private sector needs to know where it stands”.*

*(MTA participant)*

## **6.6 Key themes generated from all study phases**

Themes generated from all phases of the research have been merged into three key themes through thematic analysis as described in section 5.3.4.3. The merged key themes are the following:

- Key Theme 1: Regeneration Potential for Tourism and Leisure Industry
- Key Theme 2: Governance for Regeneration
- Key Theme 3: Societal Aspirations by Regeneration

These are discussed later in chapter 7.

## **6.7 Schematic summary of the research approaches**

Figure 6.7 illustrates a schematic summary of the research paradigms, methodologies and methods that were employed for each phase of this research.



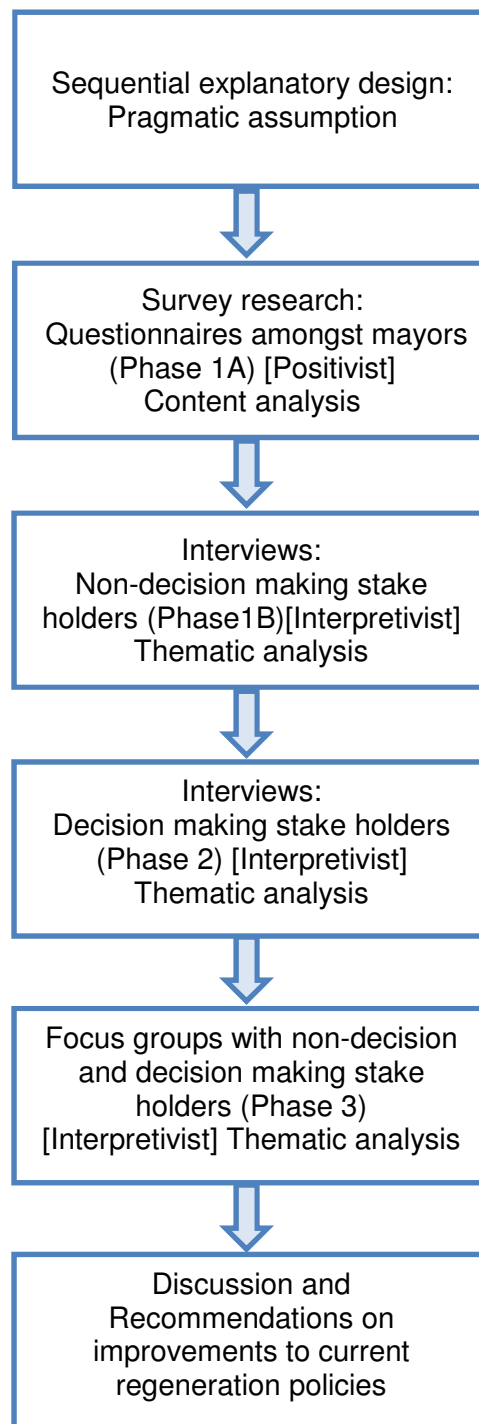


Figure 6.7: Research paradigms, methodologies and methods that were employed for each phase of this research.

## 6.8 Summary of the Results and Findings

### 6.8.1 Summary of findings from each phase of the research

The overall aim of this research was:

**To examine regeneration policies for historic buildings in the Maltese Islands and their impact on the tourism and leisure industry**



The following aims for each phase of this research emerged:

**To obtain information of how the strategic objectives underpinning regeneration policies for historic buildings for the tourism and leisure industry set out by national authorities are affecting the localities in Malta and Gozo**

*Key findings from survey study with local council mayors:*

- 85% (33/39) of respondents identified the role that historic buildings play as 'highly important/important' as far as tourism and leisure industry in their locality is concerned
- Only 16% of the local councils agree, and none of them strongly agree, that there is no conflict between planning policies as set out by the policy makers of national authorities and government
- 98% of the local council is willing to actively participate during consultations in the legislation and planning process in relation to historic buildings
- Only 25% agree and 7% strongly agree that the local council feels assured that concerns raised during consultation process are seriously taken into account by the authorities
- 36% agree and 62% strongly agree that the local council agrees that it can be a strategic partner in policy making and policy development



**To critically discuss with non-decision stakeholders the regeneration policies and examine current practices in policy development and the resultant impact on the Maltese tourism and leisure industry**

*Key findings from semi-structured interviews with non-decision making stakeholders:*

Table 6.19 presents the key findings cross referenced with themes generated from interviews with non-decision making stakeholders.

Table 6.19: Key findings cross referenced with themes generated from interviews with non-decision making stakeholders

Theme	Key findings	Section
Resources	<ul style="list-style-type: none"> <li>○ EU funding made regeneration possible</li> <li>○ Unfair treatment of EU funding allocations</li> </ul>	6.3.15.2.1
Governance	<ul style="list-style-type: none"> <li>○ Policies should focus on areas not individual historic buildings. Attention should be also given to the context when granting development permissions</li> <li>○ Scheduling of buildings presented as a burden rather than an asset. History was discovered along with regeneration</li> <li>○ Conflicting demands by different entities for conservation. Government projects more favourably considered. Lengthy application procedures discourage regeneration</li> </ul>	6.3.15.2.3
Experiences	<ul style="list-style-type: none"> <li>○ Regeneration brought passion and pride amongst stakeholders. Each community has its own need for regeneration</li> <li>○ Valetta 2018 ECoC encouraged regeneration, but wrongly justified commercial use in residential areas</li> </ul>	6.3.15.2.2



**To critically discuss with decision-making stakeholders the regeneration policies and examine current practices in policy development and the resultant impact on the Maltese tourism and leisure industry**

*Key findings from semi-structured interviews with decision-making stakeholders:*

Table 6.20 presents the key findings cross referenced with themes generated from interviews with decision making stakeholders.

Table 6.20: Key findings cross referenced with themes generated from interviews with decision making stakeholders

Theme	Key findings	Section
Barriers	<ul style="list-style-type: none"> <li>○ Historic buildings for tourism and leisure are becoming rare to find due to multiple reasons, ownership, legal issues and high prices</li> <li>○ Regeneration is vested in different entities, Lack of responsibility by authorities. No driving entity for regeneration</li> <li>○ EU Funding schemes are complex for intangible outcomes. Time issues are in conflict with objectives of historians</li> </ul>	6.4.14.2.1
Impacts of regeneration policies	<ul style="list-style-type: none"> <li>○ Regeneration is a major contribution to culture and society</li> <li>○ Regeneration may result in speculation in certain instances</li> </ul>	6.4.14.2.3
Research	<ul style="list-style-type: none"> <li>○ Lack of research was highlighted by MTA, PA, GPD &amp; KNPD, rather research is carried out to justify results</li> </ul>	6.4.14.2.2



**To cross examine the issues raised during the interviews carried out within the previous stages of this study and to produce insights in order to develop strategies to address the issues that have resulted in the interviews and try to generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry**

*Key findings from focus group study with non-decision making and the decision making stakeholders:*

Table 6.21 presents the key findings cross referenced with themes generated from focus groups with non-decision making and decision making stakeholders.

Table 6.21: Key findings cross referenced with themes generated from focus groups with non-decision making and decision making stakeholders

Theme	Key findings	Section
Financing regeneration	<ul style="list-style-type: none"> <li>○ Positive transformations were brought by regeneration, mostly made possible through EU funding.</li> <li>○ Gentrification issues were highlighted</li> <li>○ EU funding is driven by EU priorities that may be different from national priorities and unsupportive of intangibles of regeneration. EU funding is oriented on national scale rather than local scale</li> </ul>	6.5.12.2.1
Governance	<ul style="list-style-type: none"> <li>○ Responsibility is multifaceted by different authorities, with conflicts detrimental to regeneration product.</li> <li>○ Bureaucracy and time factors presents greatest barriers. Investors need to know where they stand. Consistency in decision making is required</li> <li>○ Many historic buildings owned by government are misused. Approaches for regeneration are required</li> <li>○ Stakeholders are convened on sporadic and adhoc basis</li> </ul>	6.5.12.2.2
Legislation and policies	<ul style="list-style-type: none"> <li>○ Multiple circumstances of legal litigations make property unavailable for regeneration</li> <li>○ Scheduling process for historic buildings are badly presented and must be financially assisted</li> </ul>	6.5.12.2.3





### 6.8.2 Summary of themes

Table 6.22 presents a summary of themes for each qualitative phase of the study.

Table 6.22: Summary of themes

<b>Phase 1 b: Interviews</b> <b>Non-decision making</b> <b>stakeholders</b>	<b>Phase 2: Interviews</b> <b>Decision making</b> <b>stakeholders</b>	<b>Phase 3: Focus</b> <b>groups</b> <b>All stakeholders</b>
Resources	Barriers	Financing regeneration
Experiences	Research	Governance
Governance	Impacts of regeneration policies	Legislation and policies
Issues	Issues	Issues
<ul style="list-style-type: none"> <li>○ Gaps</li> <li>○ Key lessons</li> <li>○ Quality</li> </ul>	<ul style="list-style-type: none"> <li>○ Gaps</li> <li>○ Key lessons</li> <li>○ Heritage buildings for tourism</li> </ul>	<ul style="list-style-type: none"> <li>○ Historic buildings</li> <li>○ Approach for regeneration</li> </ul>

The merged key themes are the following:

- Key Theme 1: Regeneration Potential for Tourism and Leisure Industry
- Key Theme 2: Governance for Regeneration
- Key Theme 3: Societal Aspirations by Regeneration

## CHAPTER 7 - DISCUSSION

This chapter discusses the research findings in relation to the three key themes that emerged from the data analysis of this study. It contains a critical discussion of the quantitative results, followed by a presentation of the themes that emerged from the qualitative findings.

### 7.1 Key Themes

The themes and key themes that were identified from the phases of this research are illustrated in Figure 7.1. These themes were merged in three main key themes as follows:

- Key Theme 1: Regeneration Potential for Tourism and Leisure Industry
- Key Theme 2: Governance for Regeneration
- Key Theme 3: Societal Aspirations by Regeneration

The first key theme emerged from the data highlighting the potential of regeneration of historic buildings and how regeneration can contribute to attract tourism and leisure in the Maltese Islands. The contribution of regeneration towards the tourism and leisure industry was noted mainly in attracting heritage related tourism that gained pace since millennium changeover (Dodds, 2007) shifting mass tourism concentrating on the shores of the island towards heritage led and culture led tourism destination. This not only helps in reducing environmental degradation on the shores of Malta but addresses seasonality issues in the tourism and leisure industry thereby achieving a positive impact for tourism flows throughout the year. Such findings support also contributions by Foxell and de Trafford (2010) who argue that Malta should be repositioned as a cultural destination.

The second key theme emerged from the current multifaceted approach of governing regeneration of historic buildings where the remit of regeneration is vested in different organisations and through various policy documents. Government entities and authorities focus on the remit of their organisation which invariably led either to overlapping of policies or gaps in policies. Policies focused more on restoration methods and techniques rather than specifying clearly aims and objectives of

regeneration of historic buildings and how such aims can be achieved. Stakeholders also highlighted aspects of national legislation as a barrier to regeneration of historic buildings.

The third key theme emerged from the relationship between the host communities and their support to the tourism and leisure industry. The regeneration of historic buildings for tourism attract niche markets that are underpinned by the interaction between the host communities and the visiting tourists. This has changed the concept from the 'tourist' to the 'traveller' where the traveller engages in the 'living experiences' of the host communities. This presents benefits to the host communities as this generated pride amongst the host communities and provided a unique experience for travellers.

The three key themes transpired to be main requisites in addressing contemporary challenges to shape up a sustainable tourism and leisure industry in the Maltese Islands which contributes to continued positive trends in tourism. Participants in this research argued that policies should be underpinned by concepts underlying these three key themes.

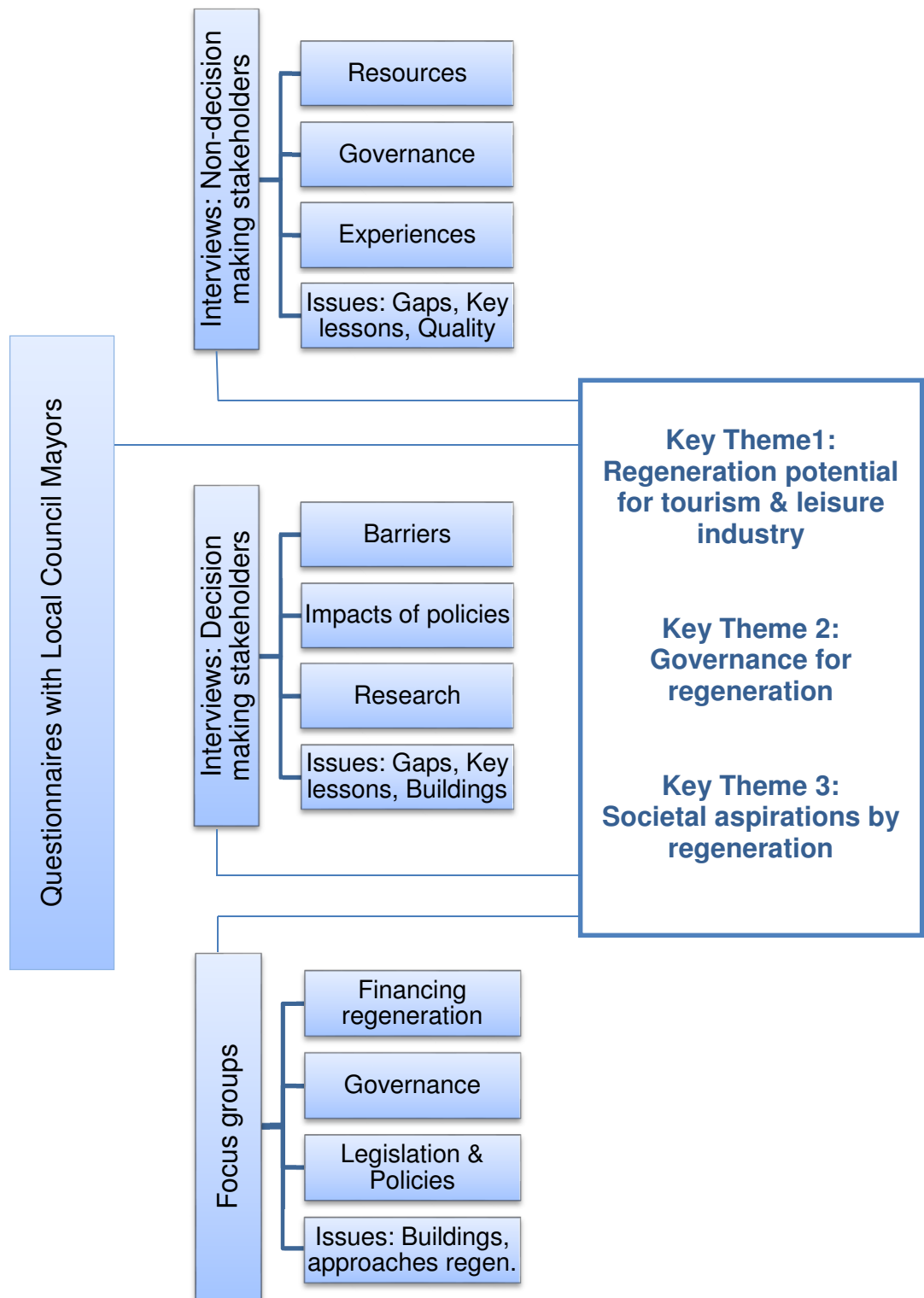


Figure 7.1: Generation of themes from data collection phases merged into key themes

### **7.1.1 Theme 1: Regeneration potential for tourism and leisure industry**

Regeneration potential encompassed various themes that emerged from the analysis of different data collection phases. This research showed that regeneration potential of historic buildings for the tourism and leisure industry is dependent mainly on managerial and technical resources, financial support and the possible adaptation of the historic buildings to cater for contemporary demands in tourism and leisure industry. Stakeholders in this research identified a wide range of resources that are necessary so that historic buildings can be regenerated for tourism and leisure industry. Resources discussed by the non-decision making stakeholders group included funding, feasibility, incentives, expertise, training and the safeguarding of heritage buildings. Decision making stakeholders highlighted resources, issues on investment opportunities for regeneration, regeneration of large scale historic buildings, funding schemes and impacts on regeneration. Discussion during focus groups were dominated by EU funding schemes and national funding schemes.

All participants argued that the main resources remain the historic buildings as physical assets within their historical contexts and the historical places for their representation of both tangible and intangible aspects of culture and identity. This resource entrenches the physical component as an asset that can be utilised to present a tourist attraction and the value component for its heritage that makes it distinctive. This prime intangible resource was identified by participants within this research as the main reason to regenerate historic buildings, findings of which echoed the participants' view of research carried out in countries within the EU (EC, 2003). This was also mentioned outside the EU, Burra Charter (1999) arguing that it is the history, the culture and the identity of the building that has to be preserved whilst regeneration is carried out.

This however does not mean that this resource is always protected or safeguarded. Professionals, academics, policy makers and researchers argued on the over exploitation of heritage resources mainly for the tourism and leisure industry (EC, 2010b). The long-term misuse of historic buildings in Malta was also highlighted by

participants within this research that emphasised on the deficiencies in the level of protection to historic buildings and expressed increasing concern on demolition by neglect which is attributed either due to lack of resources necessary to regenerate a historic building or can also be an intentional strategy, often used by property owners, to demolish the historic building paving the way for site redevelopment. Similar concerns were highlighted by the National Trust for Historic Preservation in the UK (2016a).

During this study, it emerged that the large number of historic buildings and historical settings spread around various locations within the Maltese Islands exert continuous and endless pressure on the limited financial and human resources available on the Maltese Islands. Consequently, the government has to prioritise in directing and allocating resources for regeneration of historic buildings and areas of historical interest, acknowledging that certain historical areas have to be prioritised at the expense of others, on basis of which the government has to establish criteria for prioritisation. Available literature fail to indicate such criteria for prioritisation. This gap undoubtedly poses a threat to several historical buildings and places a risk both on tangible (or physical) terms and on the intangible (or abstract) terms. This supports the stance by Sotoudeh and Abdullah (2013) who argue that deterioration of the historical context has led to deterioration of both the tangibles and intangibles.

Participants highlighted various challenges posed by regeneration of historic buildings and argued that new buildings are more attractive than historical buildings from the financial return point of view. Investors argued that the demolition and reconstruction of historic buildings would be less costly and easier to be developed than getting involved in a regeneration process involving historic buildings. New buildings are planned in more comfortable environments, fit for specific contemporary uses or alternatively planned for multipurpose use in accordance with new standards and building codes. In addition, participants argued that new buildings are more attractive in terms of adherence to building standards and codes. This directs the attention of investors from utilising and regenerating historic

buildings to focus on new buildings, and thus runs counter to SPED objectives (MEPA, 2015) aiming to prioritise use of existing buildings.

That said, participants noted that the regeneration of buildings is becoming an increasing phenomenon. Historic buildings are generally located in prime areas, and are also valuable for their intangible characteristics of heritage and identity. Focus group participants within this research discussed in detail actions that are required in order to unlock regeneration potential for the tourism and leisure industry. Participants from the decision making group and the non-decision making group identified that the main resources required for regeneration of historic buildings are finances and expertise apart from the historic buildings.

#### **7.1.1.1 Adapting historic buildings for the tourism and leisure industry**

Cultural heritage is an asset for the Maltese Islands that contribute substantially towards the tourism and leisure industry. Malta Tourism Policy 2012-2016 (MTA, 2013) identifies the potential of heritage sites and historic buildings across the Maltese Islands which are non-utilised mainly due to the inaccessibility of the sites or else because they are left in state of abandonment. As highlighted earlier, in 2015, 35.4% of all tourists chose culture as their main reason to visit Malta, with previous years also registering positive trends of cultural reasons to visit Malta (MTA, 2013). Resource sustainability and reuse of historic buildings features also amongst the general principles of the National Spatial Framework under the EU 2020 strategy (Ministry for Finance, 2013). Yet, whilst it is a priority for the government of Malta to preserve Malta's cultural heritage and promote such heritage as a main contributor of the tourism product (MEAIM, 2014), only 2.3% of mayors claim that their local council has sufficient resources. Moreover, a skills gap could be noticed from a technical point of view, with lack of skills necessary to conduct restoration works in the process of regenerating historic buildings.

Participants within this research identified that conservation and preservation of historic buildings were the catalyst for regeneration, while cultural heritage conservation emerged to be the main driving force. These similarities transpired in



a research which examined regeneration of historic buildings within a number of villages across Italy (Grisioni, 2016). Regeneration is also effected by various circumstances, mainly policies and the dynamics of the market.

Both tourism and heritage sustainability can embrace the engagement of the tourists and local residents with the drama of history. Authenticity is a critical component of heritage as this makes buildings and localities distinct from one another, provides uniqueness to the visitors and adds real value. Built heritage protection with a long-term vision remains the key asset in ensuring sustainability (National Trust for Historic Preservation, 2016b). A lack of genuine commitment to sustainability featured amongst the main barriers which were identified by stakeholders in tourism policy in Malta where structure and clear policy for diversification in heritage tourism was absent (Dodds, 2007). The introduction of new concepts for tourism accommodation in the proposed legal reform of the tourism industry in the Maltese Islands (MTA, 2016c) is in line to partially address this gap.

#### **7.1.1.2 Financing and mechanisms for regeneration**

Finance is fundamental for the purpose of regeneration, and noting that costs associated with regeneration are high, issues related to financing emerged at all stages of the research. Investors and community representatives argued that amongst all resources, financing for regeneration of historic buildings remains the most critical issue. This study clearly highlighted that whilst MEAIM (2014) considers cultural heritage as a priority, specific allocation of funding in relation to historic buildings varied on the widest spectrum ranging from no funding in half of the local councils to some funds or hundred percent funding in others. This inequity in distribution of resources to regenerate historic buildings for tourism and leisure can cause friction between different local councils and communities and is not in line with the Malta Tourism Policy 2012-2016 (MTA, 2012) which identifies the potential of heritage sites and historic buildings across all areas within the Maltese Islands. It was argued in this research that lack of funding could either be due to lack of initiatives from local councils to apply for benefits through funding schemes or due to lack of awareness of possible EU funding allocation sources. On the other hand,

it could be argued that funding to some local councils does not necessarily mean that this resource was adequately utilised. Community representatives argued that lot of technical and financial resources are required to submit applications for funding. Participants during all phases of the research acknowledged that major regeneration projects were possible due to EU funding allocation that also attracted national funding and impetus of private funding investment in historic building regeneration.

Decision making stakeholders within this research argued that resource and funding mechanisms should be linked with cultural planning and tourism development. Similar findings were presented across other EU countries (Stevenson, 2004). Community representatives within this research argued that financing mechanisms have been more focused on prime tourism areas, abandoning other potential areas due to lack of proper funding. In most European countries, restoration of monuments and other preservation projects are mainly funded from private sponsorships, donations and companies, which are encouraged by governments through the system of tax incentives. Participants in this research acknowledged that tax incentives and grants by the government of Malta encouraged regeneration. Reduction in duty on documents for buyers in UCA's and reimbursement of part of the Value-Added Tax encouraged people to buy property within UCA's (Ministry for Finance, 2013; MEAIM, 2014) and encouraged restoration of historic buildings.

Though certain tax incentives (Ministry for Finance, 2013) for regeneration of historic buildings were directed towards improvements for residential accommodation, participants argued that this contributed positively towards upgrading historical buildings and areas. Other financial support initiatives such as Urban Improvement Fund (MEPA, 2015) was also directed towards general upgrading of historic areas thereby being of benefit for the general public and attract tourism and leisure in regenerated areas.

Funding mechanisms for regeneration are also dependent on the institutional structures. In United States, initiatives do arise from local levels as governance is

decentralised. Federal funding mechanisms apply as opposed to most of Mediterranean countries where funding and resources are available by centralised governments (UNEP 2004). Funding mechanism provided by the EU and by national governments brought different reactions during one of the focus group discussions. It was contended that though the national governments put forward appropriate rationale to the EC to obtain funding schemes supporting regeneration of historic buildings, the objectives of the EU might be different from those presented by national governments. The EC directs the allocation of funds according to the overall objectives of the EU which affect the criteria for funding allocation to national governments. Whilst funding for restoration of historic buildings was possible under certain criteria within OP 07-13, it was not possible under OP 14-20 (current programme), unless there is an immediate and tangible result to the economy. It is thus the economic indicator that becomes of most relevance for the EC so that a project qualifies for EU funding. This poses a difficulty for regenerating historic buildings that enhance cultural or historical elements but which have a very minute direct economic impact. This is in conflict to objectives of the European heritage label (EC, 2010b), as whilst EU supports the preservation of cultural and historic buildings, funding allocation criteria assesses tangible measures. This posed an EU funding gap that is hindering certain regeneration initiatives.

Another difficulty associated with EU funding allocation is the lack of flexibility to allow funding for historical discoveries within the historic building regeneration process. Whilst it is argued that this happens in exceptional cases, the case of the regeneration of the Cittadella in Gozo should serve as an example in understanding the objectives of funding for regeneration. Participants argued that this project presented a clear conflict between the objectives of the historians who wanted to discover history whilst conducting the regeneration of Cittadella and the EU funding mechanisms which were time barred by project completion date, beyond which EU funding is lost. This increased rigidity in access to EU funding in view of increased concern and added complexities to apply for funds was also brought to the attention of the EU by the Local Government and Regeneration Committee in Scotland (Local Government and Regeneration Committee, 2014).

It has to be noted however that EU funding resulted in great benefits for the Maltese Islands. Focus group participants highly acknowledged that EU funding allocation did not only make restoration of historic buildings possible but has brought awareness for regeneration amongst the Maltese people. Such funding helped in transforming dilapidated buildings to attractions and has regenerated historical areas. Moreover, this study highlighted that EU funding encouraged other funding sources towards regeneration of historic buildings. National funds and funds from private investors made certain regeneration projects possible, some of which would never materialize without the joint collaboration of the EU, the national government and private sector.

Feasibility remains the determinant factor and all stakeholders agreed that regeneration of historic buildings can only be sustained by adequate financial backing and adequate revenue generation. Stakeholders emphasised that the determinant parameters for approaches to regeneration are the feasibility when this is equated to the potential costs and potential revenues associated with regeneration projects. Factors that determine costs associated with the physical buildings are the state and condition of the historic building and the expenses required to bring the building back into reuse and in line with contemporary demands of the tourism and leisure industry.

Investors argued that substantial financial and technical resources are required for regeneration involving historic buildings. Organisational set ups and special purpose vehicles in large scale historic building regeneration supported by adequate funding and expertise are crucial for successful regeneration. The need for financing for regeneration through PPP was also brought up amongst respondents. The lack of PPP initiatives was also noted amongst three other Mediterranean countries: Italy, France and Greece (EC, 2014). Through PPP's the numerous separated contracts for various stages of the regeneration process that are often characterised by roles of various entities are transformed into one single entity, gaining advantages of economies of scale, time saving, possible cost reductions due to innovations, and higher quality (EC, 2003). EC argues that since the costs of works are financed by

the private sector, it equates to social justice, as the burden of the financing of the project is no longer on the tax-payer but on the end user (EC, 2003). In partnership agreements, the demands of the local communities are more likely to be engaged within the project. It is essential that conditions of investments are attractive to the private and the public sector. Following the recognized need of PPPs, the EU embarked on a legal framework to support and promote such partnerships (EC, 2003). Regional development funding by the EU also allowed member states to support local and regional PPPs as these generally promoted effective governance and achieved sustainability due to social benefits, economic developments and environmental considerations.

The government of Malta embarked on a vision for the grand harbour and identified potential sites within the grand harbour region to be regenerated which included potential sites for tourism and leisure amongst other uses. This ambitious vision sought to transform a number of dilapidated historic buildings located within the heavy industrialised area to state of the art developments. For this purpose, in 2007, the government established the Grand Harbour Regeneration Corporation plc in order to identify potential investors for regeneration of specific areas within the historic grand harbour region (Grand Harbour Regeneration Corporation, 2016). High profile regeneration projects included the city gate project and the new parliament building. Though these are not directly related to the tourism and leisure industry, participants argued that this major transformation in the capital city of Malta attracted international attention that contributed positively towards the tourism and leisure industry in Malta.

Such developments have provided the pace of Valletta in achieving European Capital of Culture status for 2018 that contributed further cultural heritage led regeneration initiatives that supports tourism and leisure. One main critique by community representatives was that most of the attention and resources are focused on the capital city and the remaining areas lagged behind, thereby widening the resources allocation gap for regeneration in prime tourism destinations, making it

difficult in other localities for tourism potential to be explored through historic building regeneration.

The office of the Prime Minister of Malta examined three possible approaches for regeneration of Malta's capital city, a UNESCO world heritage site, in 'A Strategy for Valletta' (OPM, 2016). Options considered includes 'the state funded approach', which will be fully dependent on government, 'the partnership approach' which would include collaboration between the central government, the local council and the private sector and 'the nodes approach' which would engage public and private sectors to enter into collaboration to regenerate specific nodes with the aim of stimulating regeneration in the spaces between the nodes. 'The nodes approach' was preferred amongst the three different approaches under consideration according to the Empowering Neighbourhoods through Recourse and Synergies with Trade (ENTRUST) report in 2002 (OPM, 2016). Six key proposals have been identified as part of the regeneration strategy. These include a property inventory, a pilot area for regeneration whereby government should kick start by regenerating government owned historic buildings, a transport strategy for the area, regeneration of the old university campus, identification of historic buildings in certain nodes to be regenerated and management of the area. The intention of government is to issue calls for PPP and issue calls for 'expressions of interests' for the areas earmarked for regeneration. Main uses sought from regeneration are those related to tourism and commercial activities whilst encouraging community facilities to enhance the social aspects of regeneration (OPM, 2016).

Participant investors involved in the regeneration of a historic quarter within the Maltese Islands, acknowledged the numerous initiatives supported by different agencies and called for an integrated approach between all stakeholders in order to reap the benefits that the built heritage can contribute to the attractiveness of the island as a travel destination. This echoed the comments of the Royal Institute of Chartered Surveyors (RICS, 2004) on the win/ win situation supported by the historic environment lobby's understanding that development in historical areas is beneficial to all parties.

### 7.1.2 Theme 2: Governance for regeneration

Regeneration of historic buildings and historic contexts for tourism and leisure industry in the Maltese Islands is governed through a number of policy documents, often referred to as national policies or strategic documents that are issued by different organisations. Themes related to governance recurred throughout all stages of this research but featured prominently throughout interviews with the non-decision making stakeholders and focus groups. These themes were merged into key theme – ‘governance for regeneration’.

Policy is multifaceted and encompasses a wide variety of complex issues that are related to planning, funding schemes, tax grants, national legislation, EU legislation, international conventions and charters. In addition, building codes also regulate the uses of historic buildings. Fire regulations, energy performance guidelines, health and safety regulations, sanitary regulations, light and ventilation requirements and structural considerations including seismic performance of buildings and structural consolidation techniques all exert impact on the potential reuse of historic buildings. Other policies effecting the adaptation or reuse of historic buildings are characterised by specific building typologies, the proposed use and function, tourism accommodation requirements, specific leisure related requirements and various other standards and codes that are developed to serve the contemporary purpose of the past (SCH, 2006; KNPD, 2011; MTA, 2015; PA, 2015). Criticism was drawn by this research participants to undue emphasis on building controls and land-use planning that is segregated from other strategic policies and traditional systems of planning tools, findings of which were also highlighted by UNEP (2004).

Participants in this research contended that regeneration of historic buildings is not only dependent on already identified objectives and policies but on various intrinsic and extrinsic factors. Therefore, it could be argued that the success or failure of regeneration of historic buildings might not be directly related to success or failures of regeneration policies. As a matter of fact, scholars attributed various determinant factors in the regeneration process that are independent of legislation and policy issues such as macro political factors (e.g. political instability), macro-economic

factors (e.g. economic booms or recessions) and geographical location of the areas earmarked for regeneration. Shipley and Reeve (2010) concluded that the effectiveness of Townscape Heritage Initiatives projects in UK was dependent on a number of parameters, which are either intrinsic or extrinsic. In line with the current research findings, intrinsic parameters directly effecting regeneration initiatives undertaken by participants within the study by Shipley and Reeve (2010) transpired to be those variables that were dependent on the scheme itself, including the scale of the scheme in relation to the area in need of regeneration, impact of the scheme on the surrounding areas, availability and commitment of resources, the duration of the project to allow proper commitment of funds, regeneration objectives and effective monitoring of regeneration projects. Conversely, extrinsic variables identified both in the current research and that by Shipley and Reeve (2010) that are independent of the regeneration schemes included the economic context, appropriate skills to achieve good quality conservation work, and the wider regeneration context in which regeneration schemes were set to operate.

Shipley and Reeve (2010) argued that regeneration schemes are highly affected by factors that are volatile or unpredictable, supporting the arguments forwarded by participant investors in this research. Conditions do change over time and some variables do have a significant impact on the regeneration schemes. Determinants of regeneration are the economic context, investments, costs of financing and demands for the area. The buildings are considered as relatively static factors (Shipley and Reeve, 2010), though lack of appropriate investment will contribute towards the degradation of the building.

#### **7.1.2.1 Policy direction**

EC (2010) urged member states to review the potential of the country's cultural heritage whilst undertaking the necessary interventions to create a new tourism experience in line with EU2020 strategy. MTA issued for public consultation a proposed legal reform for the tourism industry (MTA, 2016c) which includes draft revised legislation and standards, criteria and guidance notes for the tourism market operators. The aim of the 'standards, criteria and guidance document A' (MTA,



2016c) is to establish the direction for tourism accommodation, where new categories for tourism accommodation utilising historic buildings are identified. In line with EU2020 strategy, the Draft National Tourism Policy 2015-2020 (MTA, 2015) has set a policy direction for tourism accommodation development, addressing call by the EC (2010) on EU member states in creating new tourism experiences that enrich the country's cultural heritage. A predominant aspect within these policies, standards, criteria and guidance document is the particular attention towards the UCA's. Urban cores and village cores are dealt in a sensitive manner within the tourism legislation review attributing particular attention for historical areas and their potential to accommodate tourism and leisure industry (MTA, 2016c).

Thematic issues including socio-economic development and the environment together with climate change and travel patterns have been identified by SPED as thematic issues emanating from government policies. The importance of sustainability and issues related to the environment have been included in legislation and policy documents since late 1990's (MEPA, 2014) but gained awareness since the last decade (Dodds, 2007). The environmental objective for the protection, enhancement and restoration of cultural heritage is analysed by thematic areas of population, landscape, cultural heritage and material assets. The criterion of whether the proposal is likely to protect, enhance and restore historic character, townscape and archaeological heritage within the above thematic areas helps us to assess the environmental objective. The integrity of protected and sensitive cultural heritage remains threatened at a national level and this has been amongst the significant negative impacts identified by the SPED (PA, 2015).

Decision makers involved in regeneration of historic buildings remarked that SPED, being the framework addressing national strategy, allows a certain degree of flexibility to policy makers and decision makers. In contrast, local plans, subject plans and supplementary policies becomes more specific thereby limiting the interpretations of the SPED objectives.

A common barrier for regeneration is the lack of the provision of an adequate framework specifying clear policies. Such recurring concern in this research featured in the findings amongst CoE member states (Marjanovic, 2014), attributing this to either lack of experience or lack of confidence from the public authorities responsible for safeguarding heritage buildings. Authorities are blocked to act by their own internal policies; these are usually in contradiction to each other or are preceded by economic priorities or other overarching policies. Lawmakers and policy experts often end up in difficulties of prioritisation of policies, which are also time dependent or subject to external factors. This is posing a negative impact on all stakeholders and this featured amongst the main concerns especially of investor participants and was also brought by the decision making stakeholders within this research.

#### **7.1.2.2 Organisational structures**

Policy development is not limited solely to the objectives written in the specific policy but should include a holistic approach with improved communication and a possible enhanced participation with all stakeholders. Shortcomings of organisational nature that effect regeneration in a negative way were identified. Results of the questionnaire indicate that local councils are willing to undertake tasks and measures in relation to the 22 strategic objectives for the five-year plan ending in 2017. These strategic objectives were identified in the National Strategy for the Cultural Heritage (2012) to improve governance in their locality's built heritage sector. The implementation of these set of measures will make Malta move closer towards to the ambition of Europe in line with its strategies for 2020, and to shift towards sustainability, smart and inclusive growth (MEAIM, 2014) thereby attaining the objectives of the National Tourism Policy 2015-2020. However, inadequate attitudes by authorities and the way how policies are imposed rather than explained were strongly manifested as main barriers during the interviews with non-decision making stakeholders. Participants, in fact, highlighted a certain degree of current power imbalance in the planning system that prevents constructive dialogue to put forward proposal on regeneration.

Stevenson (2004) identified self-awareness, audience and staff integration, proper management and identification of appropriate methods to achieve set goals as four main organisational skills that are crucial for successful deliverables. Regeneration goals need to be specific for particular situations, and thus adopting replicas of methods that govern other organisations might not necessarily work. Rigorous examination and revisiting of regeneration programmes need to be carried out. Specificity and appropriateness for historic buildings are opposed to the 'one size fits all' policies and management systems. Lack of consultation, lack of coordination, concerns that are not seriously taken into account by authorities and lack of community involvement have been identified by stakeholders as barriers for regeneration within this research. This transpires to be in line with research examining regeneration of historic quarters that was carried out in two historic quarters within the UK (Song, 2013).

Whilst noting a degree of co-ordination between authorities, decision-making stakeholders argued that policies are not produced in a collective manner. MTA, NCPD and SCH are only consulted within the planning application process, whilst PA is vested with the responsibility for determining applications for development permissions (PA, 2016). Same results were also triangulated during focus groups, adding that legislative measures need to be amended calling for proactive consultation measures that need to be introduced. National policies by different organisations promote the objectives of regeneration only within the remit of their authority, thus creating a silo mentality with lack of proper coordination between the different authorities. In addition, one of the main gaps highlighted is the lack of appropriate structures for community involvement in policy making thereby widening the gap between the national authorities and contributions by the community. Moreover, despite this study clearly indicated the willingness of local councils to actively participate in policy development, the community also lacks adequate resources and tools to provide suitable community input. This research found that 85% of local council mayors within this study attributed a highly important/ important role that historic buildings play as far as tourism and leisure industry in their locality is concerned, they do not have the necessary structures to actively participate in

policy development in relation to regeneration of historic buildings for the tourism and leisure industry. Therefore, strategies to increase awareness and increase community engagement are imperative. This is line with other research, which highlighted the need to involve relevant people in the process of regeneration of urban quarters in the UK (Song, 2013). In examining trust and governance in regional planning, Tait and Hansen (2013) noted that the consultation process is trusted only if it is approached in a way that takes into account the contributions within the participatory planning process as opposed to a presentation of an already detailed plan that gives the feeling of being finalised, or that there is little room for change in policy.

This clearly highlights that the structure of policy development in Malta is underpinned by a top-down approach. A top-down approach for regeneration characterized by clear policy goals but with a limited number of actors involved often disregards opinions of residents and locals (Kang, 1999). Implementation of policies is treated as an administrative process that does not encompass involvement of local expertise and implementers (Schofield, 2001). The long-established top-down policy development and implementation process in Malta needs to be replaced by approaches driven by the private sector involving all stakeholders. “Bottom-up” approaches rather than top-down had changed the concept of governing to governance (Liu, 2014). However, local councils need the support of the national authorities and funding so that regeneration initiatives can materialise.

Ways of reconfiguration of the planning process in different countries have been explored by Tait and Hansen (2013). International research on the planning systems have contributed to at least two highly debatable issues: first on perceptions of government bias towards powerful groups that led to the introduction of more deliberative and collaborative planning systems that builds upon partnerships citizen participation and secondly on the perceptions of the bureaucratic and inefficient systems associated with the planning systems that led to the use of indicators and targets to restore trust. One measure to target the latter issue was introduced by the government of Malta in 2016 where a member nominated by the local council sits on

the planning board during the final decision phase in the case of major planning applications. Yet, whilst the government also felt the need to involve local councils in decision making, it may be argued that such participation is very limited within the entire planning process, and is introduced only in the final stages of the decision making process. The bureaucratic and inefficient systems with the planning systems, transpired clearly through this research. Participants argued that in the local scenario, policy implementation failures resulted mainly due to the administrative aspect of the process of the submission for development applications to the relevant authorities or to the professional and technical issues involved. It was argued that both technical and administrative issues faced by architects and developers of regeneration projects imply not only a lengthy process but a very complicated planning process which would often lead to conflicting demands not only between authorities but also conflicting issues by different units within the same authority.

The lack of justice on several fronts was highly debated by various participants from the non-decision making group. Unfair treatment resulted to be of concern mainly to investors either due to rejections of regeneration proposals by the authorities or due to unjust systems for qualification to funding of regeneration projects. Community representatives also claimed unfair treatment for the fact that certain local councils are more eligible and do qualify for funding schemes more than others, citing that certain councils are favoured considerably for closer ties with the tourism and leisure industry. Policy making practices have been the focus of serious concerns also in a study by McKay (2012), who argues that regulation of development should be underpinned by the principles of justice, which have been under criticism at different levels of governance (McKay, 2012). Inefficiencies and inequities together with public concerns lead to the drift that the planning system is fair and just. Tait and Hansen (2013) identified four key issues of governance in restoring trust: rules and procedures have to be followed by institutions, transparency needs to be promoted, staff need to be trained to meet citizen needs and institutional values should be promoted.

Investors, architects and community representatives often faced conflicts with higher authorities, both at policy formulation stage as well as policy implementation stage. Less than third (31.8%) of local councils feel assured that their concerns are seriously taken into account by authorities. In addition to conflicts between different authorities various external and internal forces affect implementation and change. External forces that affect implementation are those that continuously determine the context for which the organisation has to adapt such as technological factors, market conditions, social, political and legal factors. Such internal forces are those that are determined by the organisation that is pursuing the implementation itself. Moreover, individuals or groups bringing about implementation must possess both the adequate skills and commitment. The non-decision making stakeholders group argued that authorities are not committed to pursue on aspects of policy making. It was argued that the lengthy duration for processing applications for development permits is a sign of lack of commitment in itself. This study highlighted the current lack of skills during the regeneration process involving historic buildings, whereby stakeholders at the receiving end of the policy process argued that policies are imposed by authorities without assistance in the implementation process. In addition, certain implementation measures were criticised by the non-decision making stakeholders attributing the gap between policy makers and policy implementers.

#### **7.1.2.3 Legislation and policies in relation to historic buildings**

Legal constraints have been subjected to debates on whether policy makers are really achieving the intended objectives. This attracted the attention of researchers to investigate the adaptability of historic buildings (Yung et al, 2016). Though countries are signatories of various charters (Burra Charter, 2013), different legislative instruments developed by different countries became increasingly interesting as to how policy makers addressed particular circumstances. It could be argued that all buildings are set in unique circumstances and thus require specific approaches. Nevertheless, critical comparisons will inform researchers on the different approaches that have been considered.

There exists no step-by-step guide for implementation of regeneration. Urban contexts are complex and different from one another thereby a universal approach for urban regeneration cannot be identified. UNEP (2004) draws attention to three main principles. First the diversity of the contexts of places requests focus on each particular location thus opposing a universally based guided approach; no specific policy could be good for all areas. In fact, regeneration policies at one particular location might produce excellent results while the same policies in a different location might be unable to produce any results. In that case, one could argue that rather than the policies, it is the location that is the determinant factor. Similar situations happen when same policies are applied within different social contexts producing totally different outcomes. Second, the specific requirements of each particular location would make it impossible to produce a set of guidelines for each particular place and thirdly that the early phases of regeneration require a multi-disciplined wide base stakeholder participation and not a narrow group (UNEP, 2004). One would argue that in addition to these reasons, plans for regeneration for tourism and leisure are dependent on a wide range of dynamic and far more complex challenges including political, economic, social, environmental and cultural factors.

There is extensive research on policies of historic buildings, urban regeneration and tourism, however research on the aspects of regeneration of historic buildings is very limited and research on the implementation of policies concerning the regeneration of historic buildings is much narrower (Song, 2013). There are various policies which have been highlighted as hindrance for regeneration. The current research reveals that current policies cannot be classified as facilitators or as barriers of regeneration. One stakeholder group argued in favour of a policy while another stakeholder group argued against the same policy. Regeneration objectives rather than regeneration policies are stated in various policy documents. This draws two perspectives; on one hand, it offers a certain degree of flexibility, on the other hand it gives no sense of direction. It is argued that the objectives of regeneration have to be defined so regeneration policies will follow.

From the literature review it did not transpire that there is an ambiguity in the objectives of the national strategy. This was triangulated by interviews conducted within this study. The main hindrance is how these objectives are translated into practice through policies. It seems that the national authorities fail to understand certain issues which are of concern to stakeholders. In fact, this study has shown that only 32% of mayors felt that their concerns are taken into account by authorities. Moreover, excessive restriction and cautiousness of interpretation of policies sometimes lead to abandonment of projects involving regeneration of historic buildings for tourism and leisure industry. Thus, it is imperative for policy makers to understand that the implementation process is at times too stringent and lengthy and emerged to be the barrier, even more than the financial investments required. Thus, investors are discouraged in regeneration of historic buildings for tourism and leisure with the consequence of diverting investment in new land which is easier and faster to develop thereby accelerating generation of revenues.

During all phases of this research it became clearly evident that there is a wide consensus in favour of regeneration of historic buildings on the Maltese Islands; whereby preservation is both of the building as well as its history. Stakeholders seemed not only receptive for conservation and preservation policies, but were very much supportive to identify barriers encountered during proposals for regeneration of historic buildings.

#### **7.1.2.4 Policy implementation**

Policy implementation is the process that is developed between the established objectives by a particular organisation or entity and the ultimate result (O'Toole, 2000), which process have been considerably studied in management, political science and public administration (Schofield and Sausman, 2004) as this is relevant in attempt to identify how policies are translated into practice (O'Toole, 2000). The literature reveals the need for theoretical frameworks to examine policy implementation (Schofield, 2004) and policy implementation failures (deLeon and Varda, 2009). Success of the implementation of policies are highly dependent on



having right and appropriate structures in place with adequate capacity and sufficient resources.

While one of the conditions for effective implementation is to have clear and consistent objectives (Schofield, 2004; deLeon and Varda, 2009), this study shows that policies are more focused on preservation and conservation of historic buildings rather than regeneration. There is a high degree of policies oriented towards preservation of existing historic buildings and not on the aims of revitalization of historic buildings and historic quarters. The first concept of regeneration for the tourism and leisure industry emerged from the 'Structure Plan of the Maltese Islands' (Ministry for Development of Infrastructure, 1990) and later in Local Plans (MEPA, 2006) and subsequent guidelines. Participants argued that implementation of the objectives of regeneration however remain unclear both in the overarching national policy framework and in the hierarchy of policy documents and guidance. This was mainly attributed to the different interpretations by different entities. Government from time to time issues calls for expression of interest for adaptive reuse of historic buildings or quarters specifying objectives of regeneration of particular historic buildings and settings. Most of the policies are oriented towards scheduling and grading hierarchy and for restoration of buildings rather than regeneration. In this context, the social aspects and the economic aspects that are aimed for by regeneration are rarely mentioned in policy documents.

Finally, the socio-economic stability is an important criterion for implementation. Regeneration of historic buildings transformed depressed areas into attractive places. The developments of historic buildings for tourism accommodation brought new social challenges and new opportunities for the host societies. It is also argued however that certain regeneration initiatives have caused displacement in the social texture, where old buildings have attracted new commercial activities which increased demand for property in the area and property prices went higher, making it more difficult to acquire property within regenerated areas.

Implementation of the cultural heritage preservation policies should be assisted by adequate supporting resources and exchange of good practice for the operational activities, underpinned, in particular, by the CoE Framework Convention of the Value of Cultural Heritage for Society (Faro Convention) (CoE, 2005).

### **7.1.3 Theme 3: Societal aspirations by regeneration**

Tourism brings together many cultures around the globe. OECD (2016c) states that the Maltese tourism is firmly integrated within the community which hosts it thus ensuring strong synergies between the industry and the host population. Tourism is an industry of great economic potential both to developed and underdeveloped countries (UNWTO, 2016). Whilst past research has mainly focused on activities on how to attract more tourists and visitors in an area, on the basis of explicit assumptions that the tourism and leisure industry is contributing benefits to stakeholders, research on quality of life of travellers and host communities lagged behind and started to attract the attention of scholars very lately (Muzaffer *et al.*, 2016). Muzaffer *et al.* (2016) argue on the wellbeing and overall life satisfaction that tourism can contribute to host communities and how communities are significantly affected by tourism activities and experiences. Several objectives might be taken into consideration when measuring quality of life and well-being, as for example whether it is the economic well-being that is of interest to the researcher which is captured by the economic income of the host community. Other success measures might be the leisure component which might be measured by the number of open spaces or leisure areas that are generated for the host communities. It could be the case of environmental well-being, measured by emissions to the atmosphere, or health well-being that is measured by average life expectancy. In research on evaluation of regeneration for the North West of England, Akinsete (2012) argued that the social return on investment is a major consideration for evaluation of regeneration.

The research on well-being of host communities and tourism draws similar parallels with regeneration parameters of the social criterion in successful regeneration for the tourism and leisure industry. Research findings by various scholars have

correlated goals of tourism success with goals aimed by the host communities. Both constituencies, that is the host community and the tourists, directly affect each other and thus aim for commonalities. Similar attention had attracted researchers to investigate the contribution of tourism in economic and social policies. Several historic buildings are located with the urban cores of the Maltese Islands dispersed amongst residential accommodation. Therefore, the relationship between tourists and the communities' quality of life needs careful examination.

#### **7.1.3.1 Role of communities in regeneration for tourism and leisure industry**

The relation between the community aspirations and regeneration emerged in the various stages of the research. Architects, investors and community representatives that composed the non-decision making group argued that they are highly affected by the decision makers and have shown interest in being involved in the policy making process and called on decision makers to be more practical and pragmatic in their approach when discussing proposals involving regeneration of historic buildings. Community representatives further argued that the community lacks an active role in the historic building regeneration process. Questionnaire results show that 97% of local councils agree or strongly agree that they are willing to have an active role in developing policies of regeneration for tourism and leisure. UNEP (2004) states that residents of the area are to be the first beneficiaries of urban regeneration. However, community representatives in this research argued that their participation is predominantly lacking.

On the other hand, Chan and Siu (2015) contend that social cohesion, though becoming increasingly popular, remains ambiguous in how and what should be attained. Marissing *et al.* (2006) argued on the challenges of urban governance in relation to the horizontal, vertical and institutional layers of social cohesion, which are also strongly linked with sustainable urban development (Bullen and Love, 2010; Yung *et al.*, 2014). Urban regeneration remains a complex challenge as it has to encompass overlapping issues, and in some cases contradicting or contrasting demands pursued by the complexity of societal requirements (Sailer *et al.*, 2008), that lead to a complex array of regeneration policies presenting conflicting demands

for urban designers (Nisha and Nelson, 2012). It is argued that who should represent the interest of the community remains the main issue of contention.

Contrasting issues resulted from the focus groups on the effects of regeneration on the society that in some cases could lead to gentrification. The echoed works of scholars (Nisha and Nelson, 2012;) argued that while regeneration should encompass the economic, social and environmental dimensions, the expected results in addressing social challenges remain doubtful (Butler and Hamnett, 2012). Community representatives within this research contended that some urban regeneration goals have not achieved the aspirations of the communities. Similarly, Tyler and Warnock (2011) argued along these lines as regards certain regeneration initiatives in the UK.

#### **7.1.3.2 Community involvement in the development of local tourism**

Tourism represents economic, social and educational contribution to various localities across the Maltese Islands. A continued positive trend in cultural reasons to visit Malta increased progressively along the years as culture and tourism remain interdependent (Ministry for Tourism, 2015b). 'Collaboration', 'finding the fit', 'making sites and programs come alive', 'focus on quality and authenticity' and 'preserve and protect' are listed as the five principles for successful and sustainable heritage tourism (National Trust for Historic Preservation, 2016b). Synergy between different stakeholders will bring different entities on board, where the needs and interests of the communities are integrated with those of the visitors.

Increase in tourism demands are in part a result of the numerous opportunities of consumption that varies widely, mainly due to the increased communications from multiple sources. The tourism industry and its contribution on social-economic impacts are increasingly becoming a far complex phenomenon. Certain segments of the hospitality industry and their potential are not understood by policy makers (Swanson and Brothers, 2012), and the distributed hospitality in particular is in need for research (Russo *et al.*, 2013). Participants within this research highlighted the

lack of data in relation to the distributed hospitality in Malta, which is also congruent to findings of the National Trust for historic preservation (ODPM, 2004).

The role of residents in tourism development can be classified under four different methods: involving all residents in decision making, involving only some residents in decision making, excluding residents from decision making and excluding residents from any of the planning structures (Zhang *et al.*, 2013). Giannakopoulou *et al.* (2016) contend that community involvement in tourism development ranges from passive participation on one end of the spectrum to self-mobilization on the other end. Participation may take place in various forms, functional or interactive, consulting or information giving or perhaps for material incentives.

The involvement of the community in tourism was subject to research by academics and political organisations around the globe (EC, 2010a,b; Hausler *et al.*, 2012; Muganda *et al.*, 2013; Chuin, 2015). There are two categories of stakeholders within a community, those who affect decisions and those who are affected by the decisions (Mayers, 2005). Local communities belong either to one category or the other, depending on the extent of the degree of involvement within the decision making process and in the policy development process. This thus determine to which extent the local communities do affect or are affected by the decision process (Mayers, 2005). Pongponrat (2011) contends that it is necessary for the development of local tourism to involve the people that are affected by tourism both at the planning process as well as within the implementation process. It is only in this manner that the needs of the local communities are integrated within the tourism development. The works of Niezgoda and Czerkek (2008) attributed the lack of community engagement in policy design and little support for tourism activities as the causes of difficulties encountered at the policy implementation stages, thereby influencing the outcome of the process.

Participants in this research presented two different interlinked views. Community involvement for the development of tourism is necessary as it addresses the power imbalance and distribution of powers between residents and powerful interest

groups, which is supported by findings from the literature (Zhang *et al.*, 2013). In addition, community involvement is considered as a key element in ensuring sustainability of the tourism industry (Muganda *et al.*, 2013).

The emphasis of pride by the local community that transpired from the interviews in this research echoed contributions by Lacey *et al.* (2002) attributing the fact that participation of the community in the development of tourism supports traditions and local cultures, skills and knowledge. Furthermore, this promotes self-awareness and self-confidence (Nampila, 2005), where people do share and interact (Aref *et al.*, 2010) and are more in control of the matters that effect their livelihood within their localities (Nampila, 2005). Participation encourages the involvement of people or the community in policy making and decision taking. Though it brings people and communities closer to the government, the primary aim remains the involvement of the locals in the development process of the tourism product (Aref, 2011); absence of which will lead to failure in the development of the community itself (Miranda, 2007).

#### **7.1.3.3 Niche markets for tourism**

Heritage buildings are of interest for the tourism industry. De Medici and Senia (2016) discussed the reservations of cultural value within the technical requirements that are required for the transformation that is necessary within a building to be converted into luxury resorts, where public enjoyment of the cultural asset is also limited. Synergies between stakeholders are necessary for the proper identification of sustainable re-use of the built heritage, where the asset is promoted for cultural heritage (De Medici and Senia, 2016).

Decision making stakeholders within this research recognised the fact that there are limitations with policies which render certain tourism regeneration for tourism accommodation unfeasible thereby leaving the communities with no opportunities for regeneration. Participants from the MTA and PA have stated that there is interest from investors to introduce and develop certain concepts for the traveller's experiences. Interest in a number of boutique hotels in historic centres have created

a niche market, which apart from developing a regeneration activity for the buildings, have generated certain pride amongst local communities.

As from 2012, the boutique hotel industry started gaining initial pace within the Maltese Islands by observing the real estate market focusing on buildings that can be potentially converted into boutique hotels. From the semi-structured interviews with investors, architects and community representatives, it became evident that interest in the boutique hotel industry was gearing up in historic urban cores of the Maltese Islands, providing opportunities as well as challenges to the industry itself and to the community at large. Ongoing demands to increase accommodation facilities and additional rooms became the greatest challenges for investors. Limited spaces, multi ownership issues and availability of property were amongst the barriers presented. The restrictions imposed by policies to increase building heights have led stakeholders to think about looking for new business models in seeking adaptive re-use of buildings. Developers diverted their focus from individual buildings to multiple buildings and the business model as developed by the *albergo diffuso* in Italy became under consideration in Malta. It can be argued that planners do not develop innovative concepts in utilising historic buildings for the tourism and leisure industry (Harrill and Potts, 2003); consequently, these are often developed by private investors and service providers. As a matter of fact, the concept of the *albergo diffuso* in Italy had its roots from the service providers (Dall'Ara, 2015). Also, the restrictions imposed by planners have played an important role in shaping such new concepts of tourism accommodation. This led to the setting of new business models encompassing a number of historic buildings within an area.

The main characteristic of the diffused hotel is the context of the place that should be characterised by a welcoming community which should be present and welcoming, ready to integrate the travellers as locals. It should also provide the authentic environment, both in tangible and in intangible terms (Dall'Ara, 2015). The physical characteristics of the diffused hotel is not the hotel build in the traditional form buy the entire village (Dall'Ara 2015) and should incorporate living units that are accommodated in separate buildings, which are existing, and are located in a

close range not exceeding 200 metres. Common services such as reception, restaurants, bars and other facilities are provided within the corridors of the distributed hospitality that are represented by pedestrianised areas and the traditional hall that is the public open space in the neighbourhood (Dall'Ara, 2015).

The origins of the Albergo Diffuso recalls the contributions by Giancarlo Dall'Ara since his exploration of the diffused hotel concept in the beginning of the eighties, and was researched mainly in Italy (Sheehan and Presenza, 2013; Dall'Ara, 2015; Grisoni, 2016). Contributions on the Albergo Diffuso concept was also explored in few other countries (Brunetti, 2002; Nikolla and Miko, 2013), though this concept is still relatively unknown internationally (Sheehan and Presenza, 2013). Contribution of the diffused hotel concept did not only provide an adaptive reuse to disused buildings (Nikkola and Miko, 2013) but also presented a new tourism concept (Del Chiappa, 2012; Grisoni, 2016) where the traveller becomes the most important stakeholder (Sheehan and Presenza, 2013), and was claimed to be an emergent sustainable hotel business model in Italy (Camillo *et al.*, 2015).

Grisoni (2016) observed the laws and regulatory frameworks in different regions in Italy which overall facilitated the development of this hospitality model, as opposed to Albania where political instability and the absence of law and policy regulation was found to be a major threat to accommodate the hospitality industry (Nikolla and Miko, 2013). The Maltese Government has targeted the adaptive reuse of historic buildings for luxury tourism accommodation (MEAIM, 2014), addressing economic growth and job creation in line with the EU 2020 strategy. This has attracted potential investors in the hospitality business to convert disused historic buildings into boutique hotels.

Research has shown that this tourism concept improved the quality of life and the environment (Brunetti, 2002). Eight albergo diffuso owners in Italy who inaugurated their business ventures between 1997 and 2010, all run by family members except one, when convened in a focus group have attested their opinion on albergo diffuso with its deep links with the community, and as a new form of accommodation to the independent traveller, where villages are revitalized (Sheehan and Presenza, 2013).



Similarities were observed during the semi structured interviews in this study with PA and MTA participants regarding the development of the same concept in Malta. Main reasons for regeneration of historic buildings in Malta were also similar to reasons that motivated investors to set up the albergo diffuso elsewhere. These included the interest in history of the place and to conserve buildings. Whilst the investors in Italy mentioned contribution towards community development, it was rarely mentioned in this research. A strong sense of pride however featured prominently within this research, unlike the research in Italy (Sheehan and Presenza, 2013). Participants in both research studies stressed on the relationship with local stakeholders as one of the main strategies to strengthen cultural roots and identity. It is argued however that stakeholder engagement in Malta was lacking where both local authorities and local communities lack their role of policy making and decision making.

Malta is still developing a policy framework for providing accommodation distributed in different buildings. Stakeholders both those affected by the policy and those affecting the policy reacted positively to the concepts of providing touristic accommodation through regeneration. The draft legal reform for the tourism industry (MTA, 2016c) identifies four particular different suitable uses that can be provided by historic buildings in the Maltese Islands. Along with the Albergo Diffuso, boutique hotels, small accommodation units for tourism and sensitive conversions into viable accommodation establishments have been identified for their potential within the tourism and leisure industry. The concept of what is termed 'practical implementation' is explicitly explained and identified as a key target in policy direction *"which would allow maximum flexibility and adaptability to establishments seeking to operate in today's rapidly evolving business market"* (MTA, 2016c). It is being recommended, that policy direction for the implementation of this concept is based on research evidence and should also take into consideration advantages and disadvantages of implementing this innovative concept, which has an impact both on the tourism and leisure industry as well as the host communities. This has the potential of utilising historic buildings as a medium for cultural tourism.

## 7.2 Research informed regeneration policies and actions - addressing the research / policy gap

Early research (Merton, 1949) demonstrated a clear inquiry for the functions of research between those originated by policy makers and those originated by social scientists. The identification of research problems, research evaluation frameworks, methodologies and economic research frameworks emerge from the rationale, scope and orientation of the inquiry which is also determined by organisational and cultural contexts (Merton, 1949). Academic research, however, remains an ongoing challenge when it is applied within the context of policy making. Policy makers contend on the relevance of academic research, whilst academics argue that their research is ignored by policy makers (Arend, 2014). Very often academic research remains detached from policy context and one of the key strategy to integrate academic research within policy context is to align research within the pathway of policy context, where collaboration and research relationships needs to be understood (Arend, 2014).

Arend (2014) explored linkages between academics and public servants regarding the utilisation of research within policy formulation and concluded that the research / policy gap needs to be addressed by a research informed understanding. Factors and processes of effective linkages between academics and policy officials need to be promoted. The relationship between research knowledge and policy is often based on an invalid model of research transition (Morgan-Trimmer, 2014), whereby it is claimed that research is more communicated and focused to increase its impact on policy rather than intertwined in the political context and the complex policy making.

Policy making is neither a neutral nor a purely technical exercise based on scientific research in search of improving decision making. On the other hand, research is not wholly technical as it is argued that it is carried out within a social context. Therefore, the relationship between knowledge and policy and its embedment in the social and political contexts will require continuous investigation. Policy development is to be supported by research, which in itself requires continuous data and hence

continuous monitoring. Thus, authorities and other stakeholders will be able to organise and update data, feeding in the policy making process and guide authorities in tackling emergent issues.

The EAHTR guidelines for sustainable cultural tourism in historic towns and cities acknowledge that cultural tourism is a dynamic practice and interlinked relationships between the different components for achieving sustainable cultural tourism through effective policy need to be examined (EAHTR, 2009). EAHTR (2009) suggest that objectives and policies should be evidence based. The current research, revealed that research is necessary within all the stages of policy making and decision making as depicted in Figure 7.2.

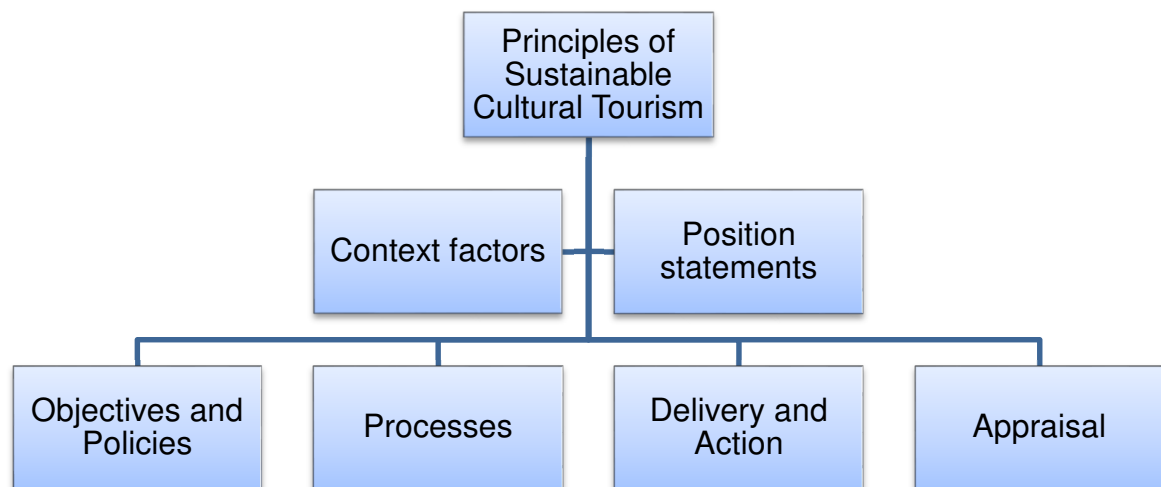


Figure 7.2: The implementation phases for sustainable cultural tourism (adapted from EAHTR, 2009).

### 7.3 Impact of regeneration policies on the tourism and leisure industry in the Maltese Islands

#### 7.3.1 Impact of regeneration policies on the tourism and leisure industry identified from key theme 1

- Policies for regeneration of historic buildings contribute to positioning Malta shift mass tourism from coastal areas to heritage related tourism destinations within

the Maltese Islands. This contributes to less environmental degradation on the shores and more utilisation of historic buildings.

- Regeneration attracts tourism all year round, thereby reducing seasonality ensuring contribution to increasing tourism inflows in the low seasons.
- Regeneration helped to reposition Malta as a culture- led tourism and leisure destination. Initiatives related to Valletta as ECoC contributed positively to the industry.
- Funding policies towards regeneration transpired to contribute to a positive impact. Restrictions of EU funding policies and funding allocations based solely on economic criteria had negative impact for tourism and leisure industry.
- Initiatives of regeneration projects failed to materialise in view of unfeasibility attributing rigid planning policies and restrictions to increase floor space and add volumes to existing buildings thereby causing negative impact to the tourism and leisure industry.

### **7.3.2 Impact of regeneration policies on the tourism and leisure industry identified from key theme 2**

- Current legislation does not encourage regeneration as potential for regeneration remains locked. Though certain legislative barriers were partially addressed, multi ownership issues and rent laws continue to hinder regeneration that have negative impacts on the industry.
- Objectives of regeneration are vested in different organisations that issued various policy documents. This had negative impact on the industry due to lack of a unified approach.
- Policy documents focused on the remit of the organisations rather than on the comprehensive objective of regeneration. This had a negative impact on the industry due to lack of a unified direction for regeneration.
- Policies are not specifically focused on regeneration, for which objectives remain unclear. The goals that needs to be attained by regeneration have been subject to different interpretations. This created negative impacts on the industry mainly due to bureaucratic and lengthy procedures of applications for development, piecemeal design approach and conflicting requirements from different

authorities, sometimes coupled with unexperienced personnel imposing policies on investors.

- A top down approach leads the planning process in relation to the regeneration of historic buildings where stakeholder participation is low. Tourism and leisure industry stakeholders are at the receiving end of the policy process that barred certain regeneration initiatives.
- Existing policies had to be revisited to integrate concepts of niche market tourism involving adaptive reuse of historic buildings to heritage accommodation. The draft legislation review impacts positively on the tourism and leisure industry.
- Accessibility policies had contributed positively towards 'tourism for all' and portrayed inclusiveness and social responsibility. This contributed positively towards the tourism and leisure industry. Historic buildings that cannot be regenerated due to accessibility issues transpired to have a negative impact on the industry.

### **7.3.3 Impact of regeneration policies on the tourism and leisure industry identified from key theme 3**

- Heritage- led and culture-led niche' markets is changing the concept from the 'tourist' to the 'traveller'. Policy direction in the MTA legislation review encouraging niche market initiatives are positive for the tourism and leisure industry.
- Community involvement is lacking in the regeneration process.

### **7.4 Impact of research on regeneration policies for the tourism and leisure industry**

This research brought together representatives of government and national authorities with investors, architects and community representatives. Therefore, dissemination of the results and findings of this research are of direct relevance and have potential to impact key players on the historical building regeneration agenda. This research is also relevant to academic developments, as through its contributions to knowledge, it builds on the current literature highlighted in Chapter 3.

## CHAPTER 8 – CONCLUSION AND RECOMMENDATIONS

Conclusions and recommendations to policy and practice are discussed in this chapter. Further research aims, methodologies and outcome measures are articulated.

### 8.1 Conclusions against objectives of this research

The study emanated from the following research question that was identified in chapter 1:

**Research question: Are policies leading to the regeneration of historic buildings for tourism and leisure industry within the Maltese Islands?**

This research queried about the EU and national legislation governing historic buildings and historic contexts in Malta, and the gaps between regeneration policies and legislation in Malta. Impacts of regeneration policies on the Maltese tourism and leisure industry are also queried so that improvements to policies can be recommended.

This led to the overall aim of this research:

**Overall aim: To examine regeneration policies for historic buildings in the Maltese Islands and their impact on the tourism and leisure industry**

This overall aim was achieved through the following objectives:

#### 8.1.1 Conclusion against Objective 1

Objective 1: To critically analyse and identify gaps in EU and national legislation, policies and guidelines relating to historic buildings for the tourism and leisure industry.

Sub-objectives:

- To identify existing and proposed EU and national legislation, policies and guidelines that target the regeneration of historic buildings for the tourism and leisure industry on the Maltese Islands.
- To identify gaps in the policy literature of the historic buildings.
- To inform the research methodology and method adopted within this research.

Objective 1 was achieved through a literature review of EU and national legislation, policies and guidelines on historic buildings for the tourism and leisure industry.

Conclusion against Objective 1:

Malta harmonised legislative framework in line with the EU; the responsibility for safeguarding built heritage is vested in each member state. Safeguarding of historic buildings in Malta falls within the remit of PA and SCH. There is no entity responsible for the entire regeneration process of historic buildings in Malta. Need for regeneration of historic buildings is specified in national policy documents but objectives for regeneration remain unclear. Scheduling policy for safeguarding of historic buildings needs to be revisited in view that it is represented as a burden rather than for its heritage value.

### **8.1.2 Conclusion against Objective 2**

Objective 2: to critically analyse and identify gaps in academic literature in relation to sustainable regeneration and governance of historic buildings.

Sub-objectives:

- To search in databases to explore previous literature and research relating to sustainable regeneration of historic buildings.
- To determine sustainable regeneration practices in relation to historic buildings.
- To identify gaps in the literature in relation to historic buildings.
- To inform the research methodology and method adopted with this research.

Objective 2 was achieved through a literature review of academic literature on sustainable regeneration and governance of historic buildings.

#### Conclusion against Objective 2:

Several issues of governance transpired through review of international literature. Concepts of governing of historic buildings have shifted to governance, underpinned by a bottom-up approach of governance rather than top-down. Regeneration of built heritage for tourism and leisure was highly characterized by culture-led, community based initiatives. Sustainability focused on economic, environmental, social and cultural dimensions. Heritage buildings for tourism and leisure featured to be a good example of adaptive reuse where culture and heritage of host communities presents a unique experience for travellers.

#### 8.1.3 Conclusion against Objective 3

Objective 3: to obtain information of how the strategic objectives set out by national authorities are affecting the localities in Malta and Gozo.

Sub-objectives:

- To examine whether the local councils are aware of the existing and proposed policies regarding the historical buildings in their locality.
- To examine the participation of the local councils in policy development.
- To examine whether the local councils have the necessary resources to meet the requirements of the objectives of the policies.

Objective 3 was achieved through survey method with mayors of local councils across the Maltese Islands.

#### Conclusion against Objective 3:

The survey study was the first stage of this mixed-methods research. This consisted of a cross-sectional questionnaire comprising of open, closed and 5-point Likert scales developed from existing policies and distributed amongst all 68 mayors within Malta and Gozo. At a response rate of 65% (44/68), the majority of mayors (85%) identified that historic buildings have an important or highly important role as far as tourism and leisure is concerned. Whilst the majority of respondents (82%) claimed that their local council did not develop a sustainable policy framework, 68% showed willingness to develop it. Less than half of local councils (45%) had identified cultural



heritage reserves within their local council, with only 39% developing conservation plans; however, 73% prepared to develop such plans in their localities. Less than half of mayors (41%) claimed that their local councils had obtained national funding in the past three years to undertake heritage related projects and only 2.3% agreed that the local councils have the sufficient resources. Moreover, 86% felt that they lack information about proposed policies and objectives.

The quantitative data from this cross-sectional survey, therefore, demonstrated that local councils do not currently meet the objectives of the National strategy for the cultural heritage, with the major contributing factor being the lack of supporting resources. Yet local councils have strongly demonstrated the willingness to comply with these objectives.

#### **8.1.4 Conclusion against Objective 4**

Objective 4: to critically discuss with non-decision stakeholders the regeneration policies and examine current practices in policy development and the resultant impact on the Maltese tourism and leisure industry.

Sub-objectives:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.
- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.
- To determine the factors that inform policy development.

Objective 4 was achieved through semi-structured interviews with non-decision stakeholders.

#### Conclusion against Objective 4:

Interviews with non-decision making stakeholders have shown that historic buildings on the Maltese islands are part of the common European Heritage, thereby, investors should be backed by EU financial aid. Regeneration brought new historic discoveries at the expense of loss of EU funds due to delays caused by unforeseen activities that prolonged completion timeframes. Incentives are necessary to redirect investment within UCA's and revenue streams to support regenerated projects are paramount for economic sustainability. Unfair treatment in funding allocations demoted regeneration initiatives from certain investors in the private sector and certain local governments. Projects by national government are often more favourably considered than those promoted by the private sector. Highlight on already established tourism historic zones is impacting negatively in regeneration of buildings within unprioritized historic towns and villages.

Regeneration initiatives were also driven by V18 European Capital of Culture and the potential of converting historic buildings into boutique hotel accommodation. These brought positive reactions embraced by passion and pride amongst host communities while other contrasting reactions viewed the inconveniences for servicing of hotels and establishment on new commercial activities within residential zones as detriment to communities. Different communities aim for different aspirations and hence regeneration parameters need to be specific and focused for particular areas.

Difficulties were expressed in finding the right expertise in the regeneration supply chain. Authorities were criticised for lack of motivation and lack of understanding for practical and pragmatic implementation of policies to address contemporary needs. Regeneration initiatives are assessed by numerous entities often calling for conflicting demands resulting in lengthy procedures and in various cases adding no value to the project. Lack of reasoned approaches by different entities in finding the right balance to achieve goals for regeneration undermines initiatives by the entity pursuing regeneration process. Regeneration objectives should not just focus on individual buildings but on the wider context encompassing the physical spaces,

social, economic and cultural aspects. Scheduling of historic buildings is being portrayed in a negative way, imposed by the authorities as a burden rather than as an asset. Community representatives argued on lack of resources to monitor developments being carried out in the planning and decision making process involving regeneration of historic buildings. Gaps and key lessons have been identified.

Availability of buildings to be regenerated for tourism purposes is becoming increasingly difficult, mainly due to high real estate prices, rareness to acquire buildings and availability on the market. A high demand caused a boom in this market. Reacquisition of government owned property and private property has been characterised by legislative barriers that defeat regeneration objectives and initiatives. Proposals for regeneration by private investors could be more of a speculative nature rather than regenerative nature, thus defeating the purpose of preservation and conservation of historic buildings and quarters.

Large scale historic buildings are difficult to regenerate mainly because of the huge amount of resources that have to be invested and due to limitations imposed by the characteristics of the site itself, location, and planning parameters regulating regeneration potential.

#### **8.1.5 Conclusion against Objective 5**

Objective 5: to critically discuss with decision making stakeholders regeneration policies and examine current practices in policy development and the resultant impact on the Maltese tourism and leisure industry.

Sub-objectives:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.

- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.
- To determine the factors that inform policy development.

Objective 5 was achieved through semi-structured interviews with decision stakeholders.

Conclusion against Objective 5:

Self-criticism during interviews with participants from different authorities featured lack of shouldering of responsibilities for pursuing regeneration objectives and lack of dedicating extra efforts by authority officials to turn barriers into opportunities. Authorities argue that people undermine or are not aware of the value of heritage. One of the identified gaps is that authorities and general public often fail to make link of policies set out by different organisations. On the other hand, a number of initiatives by authorities facilitated regeneration. The 'palazzini' (small palaces) scheme, setting up of a business unit at PA for processing of applications involving tourism accommodation, calls for expression of interest to regenerate government owned historic buildings and various funding mechanisms all contributed towards regeneration of historic buildings.

Decision makers criticised lack of research or superficial research carried out, thereby resorting to gross assumptions both at policy making stage and at decision making stage. Even worse it was argued that research is also carried out in search of justification of pre-determined results. Some authorities are not engaged in research which is necessary to develop guidance and policies.

Unclear policies led to a prolonged planning process for regeneration. Initiatives for regeneration are top-down, driven by government. Impacts on the community were discussed on the contribution of culture in the regenerative process. Regeneration for tourism impacted positively on aspects of inclusivity and accessibility. Positive transformations were experienced in various historical areas in the Maltese Islands. Gaps and key lessons have been identified.

EU funding schemes are driven by EU objectives which might be different from the objectives at a national level. The complexity, and lack of funding available for the non-tangible results is a major contention in regeneration of historic buildings and contexts as the value of culture and history is of an intangible nature. EU funding schemes are more addressed for the national level rather than the local which posed a limitation to regeneration by local governments.

#### **8.1.6 Conclusion against Objective 6**

Objective 6: to cross examine the issues raised during the interviews carried out within the previous stages of this study and to produce insights in order to develop strategies to address the issues that have resulted in the interviews and try to generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry.

Sub-objectives:

- To cross examine as part of a group discussion issues that were raised during previous phases of the research.
- To discuss strategies to enhance regeneration of historic buildings.
- To examine gaps in legislation and policies in regeneration of historic buildings for the tourism and leisure industry.
- To determine gaps in funding mechanisms for regeneration of historic buildings for the tourism and leisure industry.
- To generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry.

Objective 6 was achieved through focus groups with all stakeholders.

Conclusion against Objective 6:

Initiatives of regeneration of historic buildings are often faced with unnecessary burdens of bureaucracy experienced by several authorities often requiring conflicting demands that are detrimental to the final product. Streamlining of authorities with the aim of avoiding lengthy procedures could address the time factor gap. Flexibility in the interpretation and implementation of guidelines in consideration of physical

limitations posed by historic buildings may aid regeneration initiatives. Investors need to know where they stand calling for consistency in decision making. Stakeholders involved in regeneration for tourism and leisure need to convene more regularly.

Legislative frameworks are paramount. Property registration and legislation to impose restoration of historic buildings, ownership issues and heritage laws partially address regeneration of dilapidated historic buildings. Utilisation of historic buildings, identified reuses at planning application stage would avoid misuse of historic buildings. Financial aid and support for scheduled buildings may also convert the current burden of a badly presented scheduling policy.

Themes emerging from the focus groups triangulated the themes that were generated in the previous stages of the research. Financing for regeneration, and the multifaceted approach in legislation and policies resulted to be the main barriers as to why historic buildings are left to degenerate. Community participation emerged to be an imperative factor which is still lacking.

#### **8.1.7 Conclusion against Objective 7**

Objective 7: To issue recommendations on improvements to current regeneration policies for historic buildings in Malta.

Detailed recommendations are described in sections 8.4 and 8.5.

#### **8.1.8 Summary**

The research methodology and the research setting identified facilitators as well as barriers of regeneration. Gaps in policies have been identified setting basis for recommendations for improvement. Themes generated from questionnaires, interviews and focus groups with non-decision and decision making stakeholders within this research were merged into three key themes: 'Regeneration potential for tourism and leisure industry', 'Governance for regeneration' and 'Societal aspirations by regeneration'. These key themes resulted to be main requisites for consideration

in shaping up policies for sustainable regeneration of historic buildings and historic contexts to support the tourism and leisure industry in the Maltese Islands. Participants in this research argued that policies should be underpinned by concepts underlying these three key themes.

The research identified that the heritage led tourism and leisure generated pride amongst the local communities. Societal and economic benefits have redefined aims and goals for the communities in presenting the tangible and intangible heritage for the travellers' experience. Those affected by policy making and decision making processes have experienced difficulties of interpretation of policies by the decision makers.

Parameters to determine regeneration policies of historic buildings for the tourism and leisure industry need to be derived from a general consensus underpinned by goals that all stakeholders are aiming for. This research clearly revealed that historic buildings need to be utilised and that underutilised historic buildings are of continuous threat to preservation of cultural heritage. Regenerated historic buildings highly contributed towards the built environment in supporting the tourism and leisure industry and while acknowledging past results obtained in this sector, the state of abandonment of several different typologies of historic buildings shows that unlocking the potential for regeneration remains a concern.

Utilising historic buildings for tourism and leisure industry seemed to be an adaptive re-use as tourism is very much interlinked with culture. Tourism remains one of the main contributors to the Maltese economy having direct impact on revenue streams and employment generation, the environmental impacts and social impacts have been a point of concern. The regeneration of historic buildings for the tourism industry have attracted attention internationally as it is distinct and particular, shifting away from mass tourism to particular niche markets, from the tourist to the traveller, and from the 'global to the local'.

A research-based approach promoting academic research into policy framework should be adopted and policies need to be streamlined. This research highlights the importance of encouraging a community-based culture-led “bottom-up” approach for regeneration rather than “top-down” approach. The setting up of a single entity responsible for regeneration could promote initiatives for regeneration and lead the regeneration process.

## **8.2 Originality of this research**

The study is an original contribution in examining governance issues in policy development and implementation of policies for regeneration of historic buildings to support the tourism and leisure industry. The originality in contribution of this research is in the formulation of recommendations described in sections 8.4 and 8.5 to address gaps that were identified through the review of legislative and academic literature and the qualitative phase of this research.

The pragmatic approach that was adopted in this research captured the process of how policies for regeneration are developed by the national authorities, which process is not identified through previous published research in the Maltese context and elsewhere.

This is the first study that adopted a sequential explanatory mixed methods approach of survey and interviews followed by focus groups. In addition, stakeholders (participant representatives of communities, local councils, investors, architects, authorities and government) were convened in discussion in one single forum. This was an opportunity for non-decision making stakeholders to bring forward arguments with decision making bodies. This allowed an understanding of the nature of behaviours of the various stakeholders and an understanding of how the policy making and policy implementation are effecting the regeneration process. This ensured triangulation and, thus, contributes to original knowledge in this area.



### **8.3 Limitations of the research**

There are a number of limitations within this research and thus the results should be interpreted with caution. The questionnaire lacked internal reliability and test-retest reliability testing. The local communities in this research were involved through representatives nominated by the local councils. Though local councils are different from local communities, these were selected as the closest possible representatives of the community within this research. The local councils might have different views and opinions from those of the local communities and is thus considered as a limitation within this research.

Different cultures adopt different systems and practices and thus caution should be exercised in extrapolating the results beyond Malta. Policy development is dynamic by nature; the findings produced in this research are a result of a given political and economic context, and thus are subject to vary. Research was also limited by the resources deployed. Since the research is dependent on variables such as place, time and demographic factors, this could not be interpreted as providing same results for other countries. It is thus argued that the findings produced in this research are a result of the present intrinsic and extrinsic factors that are impacting regeneration.

The subject of this research does not make it possible to conduct a parallel investigation on places where investment had occurred with the same place if investment had not been materialised. This remains hypothetical due to wide varying parameters. This research is rather an attempt to determine impact of policies on regeneration schemes and aimed to provide key lessons for future direction.

### **8.4 Recommendations at International Level**

From the data analysed in this research a number of recommendations are being suggested at international level. Each recommendation was derived from key findings of different phases of this study, as cross-referenced in Table 8.1. Each recommendation is described in detail in this section.

Table 8.1: Recommendations at international level cross referenced with key findings, themes and data sources

Data source	Theme	Key findings	Section	Recommendation
Phase 2	Research	<ul style="list-style-type: none"> <li>○ Lack of research was highlighted by MTA, PA, GPD &amp; KNPD, rather research is carried out to justify results</li> </ul>	8.4.1.1	Monitoring of the implementation measures directed by Conventions
Phase 1B	Resources	<ul style="list-style-type: none"> <li>○ EU Funding schemes are complex for intangible outcomes. Time issues are in conflict with objectives of historians</li> </ul>	8.4.2.1	Address the EU funding gap
Phase 2	Financing regeneration	<ul style="list-style-type: none"> <li>○ Positive transformations were brought by regeneration, mostly made possible through EU funding.</li> </ul>		
Phase 3	Financing regeneration	<ul style="list-style-type: none"> <li>○ EU funding is driven by EU priorities that may be different from national priorities and unsupportive of intangibles of regeneration. EU funding is oriented on national scale rather than local scale</li> </ul>		
Literature review		<ul style="list-style-type: none"> <li>○ EC demands efforts by national governments to work collectively at all tiers of governance including the local, regional, national and EU authorities</li> </ul>	8.4.3.1	Strengthen international dialogue
Literature review		<ul style="list-style-type: none"> <li>○ Several international conventions are not ratified by national governments. International organisations call on governments to ratify international conventions.</li> </ul>	8.4.3.2	Ratification of International Conventions
Literature review		<ul style="list-style-type: none"> <li>○ EC focused on three main objectives including the promotion of cultural diversity, promoting culture as a catalyst for growth and jobs and to promote culture in EU and external relations.</li> </ul>	8.4.3.3	International co-operation for regeneration

## **8.4.1 Recommendations to the International Organisations**

### **8.4.1.1 Monitoring of the implementation measures directed by Conventions**

International organisations need to monitor effectively conventions and charters and examine how countries signatories of international conventions and charters are implementing national strategies in particular for the safeguarding of historic buildings and their adaptive reuse. In addition, EU member states need to support the EU programme, URBACT in seeking how to encourage best practices for the conservation and preservation of historic buildings.

## **8.4.2 Recommendations to the European Union**

### **8.4.2.1 Address the EU Funding Gap**

This research revealed that certain initiatives for regeneration of historic buildings did not qualify for EU funding since funding criteria are aligned from the priorities of the EU which are more aligned on economic achievements which are different from national objectives that seek the preserving of the intangible results of regeneration. Researchers should develop this further in view of the particular nature of the Maltese Islands. Research would strengthen arguments to put forward to EU to safeguard national and European Heritage.

## **8.4.3 Recommendations to National Government**

### **8.4.3.1 Strengthen engagement within international dialogue**

The Government of Malta should seek partnerships with other Mediterranean states and European states in particular, to engage in dialogue for the sharing of experiences and good practices for the implementation of the provisions of international conventions and charters. This will provide an insight of how different countries are implementing regeneration policies. Knowledge sharing is beneficial to all parties involved. This is to be linked within a research based and evidence based approach for policy making. Emerging research from countries across the continents will help in obtaining insight of how policies are shaping the preservation, conservation and utilisation of historic buildings.

#### **8.4.3.2 Ratification of International Conventions**

The Maltese Government has to continue to work on the status of the international conventions and charters in particular the European Landscape Convention, Florence 2000 (Florence Convention, 2000) which was signed but not ratified; and The CoE Framework Convention on the Value of Cultural Heritage for Society, Faro 2005 (Faro Convention, 2005) which is not ratified and not signed by the Maltese Government.

#### **8.4.3.3 International Co-operation for regeneration**

The government should support recommendation 4.3 of Resolution 1981 of the Parliamentary Assembly for the CoE (Marjanovic, 2014) in participating on the innovation and development of Technical Co-operation and Consultancy Programme focusing particularly on the *“needs and requirements related to the conservation or restoration of monuments, the regeneration of historic towns and local and regional development”*. The government should also participate in the strengthening of transnational co-operation to define regional strategies for community-led urban strategies in historic towns as this will provide knowledge for policy development in Malta.

### **8.5 Recommendations at National Level**

From the data analysed in this research a number of recommendations are being suggested at national level. Each recommendation was derived from key findings of different phases of this study, as cross-referenced in Table 8.2. Each recommendation is described in detail in this section.

Table 8.2: Recommendations at national level cross referenced with key findings, themes and data sources

Data source	Theme	Key findings	Section	Recommendation
Phase 2	Barriers	<ul style="list-style-type: none"> <li>Regeneration is vested in different entities, Lack of responsibility by authorities. No driving entity for regeneration.</li> </ul>	8.5.1.1	Lead for regeneration
Phase 3	Governance	<ul style="list-style-type: none"> <li>Responsibility is multifaceted by different authorities, with conflicts detrimental to regeneration product.</li> </ul>		
Phase 3	Governance	<ul style="list-style-type: none"> <li>Many historic buildings owned by government are misused. Approaches for regeneration are required.</li> </ul>		
Phase 2	Barriers	<ul style="list-style-type: none"> <li>Regeneration is vested in different entities, Lack of responsibility by authorities. No driving entity for regeneration</li> </ul>	8.5.1.2	Forum for regeneration stakeholders
Phase 3	Governance	<ul style="list-style-type: none"> <li>Responsibility is multifaceted by different authorities, with conflicts detrimental to regeneration product.</li> </ul>		
Phase 3	Governance	<ul style="list-style-type: none"> <li>Many historic buildings owned by government are misused. Approaches for regeneration are required</li> </ul>		
Phase 3	Governance	<ul style="list-style-type: none"> <li>Stakeholders are convened on sporadic and adhoc basis</li> </ul>	8.5.1.3	Promote and develop culture-led regeneration
Phase 1B	Experiences	<ul style="list-style-type: none"> <li>Regeneration brought passion and pride amongst stakeholders. Each community has its own need for regeneration</li> </ul>		
Phase 3	Governance	<ul style="list-style-type: none"> <li>Stakeholders are convened on sporadic and adhoc basis</li> </ul>	8.5.1.4	Strengthen role of local councils within the planning process
Phase 3	Governance	<ul style="list-style-type: none"> <li>Responsibility is multifaceted by different authorities, with conflicts detrimental to regeneration product.</li> </ul>		

Phase 1B	Experiences	<ul style="list-style-type: none"> <li>○ Regeneration brought passion and pride amongst stakeholders. Each community has its own need for regeneration</li> </ul>	8.5.1.5	Encourage bottom-up approach and initiatives for regeneration
Phase 1B	Resources	<ul style="list-style-type: none"> <li>○ Unfair treatment of EU funding allocations</li> </ul>	8.5.1.6	Restore trust in public authorities and stakeholders
Phase 1B	Governance	<ul style="list-style-type: none"> <li>○ Conflicting demands by different entities for conservation. Government projects more favourably considered. Lengthy application procedures discourage regeneration</li> </ul>		
Phase 1B	Governance	<ul style="list-style-type: none"> <li>○ Policies should focus on areas not individual historic buildings. Attention should be also given to the context when granting development permissions</li> </ul>	8.5.1.7	Establish and develop clear regeneration policies
Phase 1B	Governance	<ul style="list-style-type: none"> <li>○ Conflicting demands by different entities for conservation. Government projects more favourably considered. Lengthy application procedures discourage regeneration</li> </ul>		
Phase 2	Barriers	<ul style="list-style-type: none"> <li>○ Historic buildings for tourism and leisure are becoming rare to find due to multiple reasons, ownership, legal issues and high prices.</li> </ul>		
Phase 3	Governance	<ul style="list-style-type: none"> <li>○ Responsibility is multifaceted by different authorities, with conflicts detrimental to regeneration product.</li> </ul>		
Phase 3	Governance	<ul style="list-style-type: none"> <li>○ Bureaucracy and time factors presents greatest barriers. Investors need to know where they stand. Consistency in decision making is required</li> </ul>		

Phase 2	Barriers	○ Regeneration is vested in different entities, Lack of responsibility by authorities. No driving entity for regeneration	8.5.1.8	Monitoring and assessment of the strategic policies
Phase 2	Research	○ Lack of research was highlighted by MTA, PA, GPD & KNPD, rather research is carried out to justify results		
Phase 2	Impacts of Reg Policies	○ Regeneration may result in speculation in certain instances	8.5.1.9	Vehicles to determine regeneration potential
Phase 3	Financing Regeneration	○ EU funding is driven by EU priorities that may be different from national priorities and unsupportive of intangibles of regeneration. EU funding is oriented on national scale rather than local scale		
Phase 3	Financing regeneration	○ Gentrification issues were highlighted	8.5.2.1	Strengthen role of communities in policy making and decision making
Phase 2	Research	○ Lack of research was highlighted by MTA, PA, GPD & KNPD, rather research is carried out to justify results	8.5.3.1	Adopt a research based approach and evidence based approach
Phase 1B	Governance	○ Policies should focus on areas not individual historic buildings. Attention should be also given to the context when granting development permissions	8.5.3.2	Identify value of heritage and adjust policy framework to valorise heritage
Phase 1B	Governance	○ Scheduling of buildings presented as a burden rather than an asset. History was discovered along with regeneration		

Phase 3	Governance	<ul style="list-style-type: none"> <li>Many historic buildings owned by government are misused.</li> </ul>			
		Approaches for regeneration are required			
Phase 3	Legislation and Policies	<ul style="list-style-type: none"> <li>Scheduling process for historic buildings are badly presented and must be financially assisted</li> </ul>			
Phase 2	Research	<ul style="list-style-type: none"> <li>Lack of research was highlighted by MTA, PA, GPD &amp; KNPD, rather research is carried out to justify results</li> </ul>	8.5.3.3	Update technical specifications for utilisation of historic building conservation	
Phase 1B	Resources	<ul style="list-style-type: none"> <li>EU funding made regeneration possible</li> </ul>	8.5.3.4	Direct resources to facilitate regeneration of historic buildings	
Phase 3	Financing Regeneration	<ul style="list-style-type: none"> <li>EU funding is driven by EU priorities that may be different from national priorities and unsupportive of intangibles of regeneration. EU funding is oriented on national scale rather than local scale</li> </ul>			
Phase 2	Research	<ul style="list-style-type: none"> <li>Lack of research was highlighted by MTA, PA, GPD &amp; KNPD, rather research is carried out to justify results</li> </ul>	8.5.3.5	Encourage innovative initiatives to explore opportunities for regeneration	
Phase 3	Governance	<ul style="list-style-type: none"> <li>Many historic buildings owned by government are misused.</li> </ul>			
		Approaches for regeneration are required			
Phase 1B	Experiences	<ul style="list-style-type: none"> <li>Valetta 2018 ECoC encouraged regeneration, but wrongly justified commercial use in residential areas</li> </ul>	8.5.3.6	Regeneration through ECoC	



## **8.5.1 Recommendations to National Government and Authorities**

### **8.5.1.1 Lead for Regeneration**

The national government has to vest the lead of regeneration into a single entity. Research showed that the remit of regeneration of historic buildings is vested in different national entities that all have different priorities. This caused the responsibility gap, while on certain regeneration issues there are overlaps of responsibilities, some of which are often causing conflicting issues. A high degree of bureaucracy could be noted. Lack of synergy between authorities and conflicting policies have been identified as main barriers of regeneration. The 'single entity' should continue to build on the expertise and experiences gained by different authorities. This will streamline the organisations with the remit of regeneration.

### **8.5.1.2 Forum for regeneration stakeholders**

Establish dialogue in a proper forum where different stakeholders are represented and can work together in a collaborative manner, influence law development and planning development. This will be of benefit for all stakeholders since stakeholders obtain a better understanding of the different issues and develop consensus. Solutions are to be sought at the initial stages of policy making not afterwards. There is also the need of clearly defined players for representing interests group to come together. It clearly emerged that the authorities do not represent all interest groups but work is confined to their remit. This forum for dialogue will address the multiple stakeholder representation gaps. In addition, this forum will aid in the development of legal frameworks addressing ownership issues and rent laws that have hindered regeneration and will develop policies in relation to regeneration of historic buildings.

### **8.5.1.3 Promote and develop culture-led regeneration**

The government of Malta is urged to work further on the recommendations of the various international conventions by UNESCO, the EU and the CoE to integrate activities of culture heritage and education for the promotion and provision of innovative ways in building communities through heritage. In so doing, heritage aspect of historic buildings and historic contexts can provide a perfect medium for community building, and can develop a culture based tourism product that provides

a unique identity and experience. Cultural heritage needs to be mainstreamed into policy making and decision-making process.

#### **8.5.1.4 Strengthen role of local councils within the planning process**

The national government should initiate a policy framework, following a thorough public consultation process, to involve local councils within the planning process and gradually delegate the decision making process involving regeneration of historic buildings for the tourism industry to the local councils. This need to be carried out within established national framework and guidelines to ensure harmonisation. Adopting this approach would bring decision making closer to the host communities.

#### **8.5.1.5 Encourage bottom-up approach and initiatives for regeneration**

Effective and sensitive coordination in spatial variation by integrating top-down and bottom-up approaches for regeneration needs to be encouraged. Promotion, awareness and education motivates public interest in the built heritage sector that brings increased involvement of the public and community level. This would result in public authorities building policies that are driven by the community. Bottom-up initiatives for regeneration thus need to be supported. This will encourage shift of certain initiatives from the top-down approach towards the bottom-up approach. Top-down interventions would focus on the wider process governing regeneration which might include regulation, large scale impacts on the neighbouring areas, distribution of wealth and social justice. Bottom-up approaches should encourage more local autonomy in identifying local priorities and pursue regeneration by proper understanding of the local community needs and aspirations. Host communities should be encouraged to promote and pursue initiatives in attracting tourism to their neighbourhoods thereby presenting uniqueness and distinctiveness in the tourism and leisure market.

#### **8.5.1.6 Restore trust in public authorities and stakeholders**

Measures to restore trust in public authorities and stakeholders needs to be implemented. Planning problems have been attributed to various reasons, political direction, conflicting policies, wrong attitudes from authorities, lack of willingness to

change inadequate policies, attitudes by investors and building speculation, amongst various other issues. This had contributed to mistrust and trust needs to be restored.

#### **8.5.1.7 Establish and develop clear regeneration policies**

Aims of regeneration needs to be clearly identified in policies. Regeneration is mentioned within the overarching national policy documents and subject to various interpretations which is often confusing at implementation stage. Ambiguities in policies often led to lengthy project durations thereby having negative impacts on feasibility of regeneration. Good practice needs to be established by clearer regeneration policies and by establishing a proper monitoring framework for the safeguarding of historic buildings and contexts.

#### **8.5.1.8 Monitoring and assessment of the strategic policies**

Government of Malta should continue to build upon the 'State of the Heritage' annual reports and conduct a thorough assessment on the deliverables of the 22 strategic objectives, for the five year plan ending in 2017, that were identified in the National Strategy for the Cultural Heritage (2012), and examine the implementation strategy adopted for this national strategy, identify any failures and shortcomings and continue to build upon the positive aspect gained through these strategic objective. Government should also assess the impacts of the implementation of SPED on the historic buildings and historic quarters.

The year 2017 is mid-way through EU OP 2014-2020. Government should monitor and assess the objectives underlined by priority axis 2, priority axis 5 and priority axis 6 focusing in particular on the regeneration of historic buildings and the impact of such regeneration on the other sectors mainly economic social environmental and cultural. Targets and implementation of the EU 2020 strategy needs to be assessed and monitored to ensure that targeted deliverables are met.

### **8.5.1.9 Vehicles to deliver Regeneration Potential**

The government of Malta should develop a policy framework to identify and examine the safeguarding of numerous buildings which are being misused or neglected and to develop their potential in particular for the tourism and leisure industry. The government needs to develop an ambitious asset management programme that build upon previous initiatives, develop inventories, establish historic buildings property registration, status of property, maintenance and intervention programmes.

### **8.5.2 Recommendations to Communities**

#### **8.5.2.1 Strengthen role of communities in policy making and decision making**

Community participation should be revisited. Lack of community engagement featured prominently within this research. Rather than mere consultation as required by legal obligations mandated by the national legislation, public participation needs to be encouraged and be involved from early stages of policy making to decision making and beyond. If carried out effectively, such process ensures long term sustainability. In addition, communities have a vital role for being hosts for travellers thereby offering uniqueness of the Maltese Islands as a destination for the tourism market. Community needs to be the number one priority as it can also direct investment through dialogue. Awareness of policies is thus required amongst different stakeholders noting also that policy language for regeneration is not easily understandable by the non-technical and non-professional general public. Regeneration not only results in economic benefits but brings huge benefits in environmental and social sustainability.

### **8.5.3 Recommendations to all Stakeholders**

#### **8.5.3.1 Adopt a research based approach and evidence based approach**

Policies are not developed by adequate data. This impedes development of proper policies for future needs. Policies need to be developed on a research based approach and evidence based approach. In certain instances, in the absence of adequate evidence, politicians and policy makers might have an influence on

professionals in decision making. A research based approach will assist policy formulation within the functions of decision making.

#### **8.5.3.2 Identify value of heritage and adjust policy framework to valorise heritage**

Heritage value needs to be identified and the meaning of heritage needs to be clear and well explained. Malta lacks policy framework that gives value to heritage. This is more evident in traditional buildings and presents greatest challenges amongst the various types of historic buildings. Whereas historic monuments are protected and preserved as visitor attractions, the numerous traditional buildings and military buildings presents conservation and preservation challenges. The non-listed valuable historic buildings are the most difficult to regenerate. A significant role within heritage conservation is the educational component for the valorisation of heritage and its utilization for the tourism and leisure industry. Communities have to be enlightened that heritage has a value and hence need for safeguarding. The existing scheduling policy needs to be revisited giving the meaning that an asset of heritage value needs to be safeguarded rather than presenting listed buildings as a burden.

#### **8.5.3.3 Update technical specifications for utilisation of historic building conservation**

Guidelines on utilization of materials for certain products intended for restoration needs updating, especially in view that most of the materials and products conform with climate conditions that are different from the Mediterranean climate. Building standards needs to be presented in a comprehensive approach.

#### **8.5.3.4 Direct Resources to facilitate regeneration of historic buildings**

Significant historic buildings obtained funding aid. For the traditional buildings past incentives proved to be effective but very few and little funds have been obtained to support regeneration initiatives from local councils and local communities. Other resources necessary are those at technical and professional level. Support and encourage education and technical training programmes to provide a knowledge based and skilled workforce thereby addressing the knowledge and skills gap.

#### **8.5.3.5 Encourage innovative initiatives to explore opportunities for regeneration**

Lack of initiatives or ideas to engage into innovative regeneration opportunities. Several positive experiences were brought by regeneration. This need to be encouraged as it is of extreme high benefit for the Maltese Islands. The development of niche markets in the tourism and leisure industry needs to be supported and not barred by rigid interpretations of unclear policies.

#### **8.5.3.6 Regeneration through the European Capital of Culture**

The year 2018 is Valletta's ECoC. The government should take this unique opportunity to share and built upon the experiences of hosting the ECoC. Government has to continue to build upon for the preparation of such a distinguished European event whilst taking into consideration positive and negative past experiences that affected other European Capitals of Culture. Malta should take this opportunity to promote and integrate the distinctiveness of its culture within regeneration policies for tourism and leisure. Within the last two years, regeneration of Malta's capital city is notably taking shape, whereby disused historic buildings are attracting attention for potential investment posing particular challenges to the local community. Authorities have to assist in seeking that the investment directed within the area will not cause harm to Valletta's social texture, and will continue to embrace the distinctiveness of a unique world heritage site.

### **8.6 Recommendations for future research**

This research examined regeneration policies of historic buildings for tourism and leisure industry where three key themes have been identified.

- Key Theme 1: Regeneration Potential for Tourism and Leisure Industry
- Key Theme 2: Governance for Regeneration
- Key Theme 3: Societal Aspirations by Regeneration

Whilst recognising the limitations of each research one of the major limitations of this research was the lack of information and lack of data on regeneration of historic

buildings in Malta. Further research on the basis of the themes identified is being recommended.

#### **8.6.1 Recommendation for future research from Key Theme 1 – Regeneration Potential for Tourism & Leisure Industry:**

One specific area of research is that related to EU Funding. This research showed that certain initiatives for regeneration did not qualify as EU had set different funding criteria aligned from the objectives of the EU. Researchers should develop this further in view to the particular nature of the Maltese Islands. Research would strengthen arguments put forward to safeguard national and European Heritage.

The year 2018 is an opportunity for regeneration initiatives. The impact of V18 should be explored. Apart from drawing parallels between different ECoC's the research might spur initiatives for regeneration.

#### *Examination of the sustainability of regenerated historic buildings for the tourism and leisure industry*

Research Question:

How are regenerated historic buildings addressing the demands for the tourism and leisure industry?

Research philosophy:

This study takes a pragmatic approach in that it both measures as well as explores experiences of travellers in relation to historic building tourism accommodation.

Methodology and methods:

Survey and phenomenological methodologies will be employed with an explanatory sequential approach (quantitative approach followed by qualitative methods). A survey will be used amongst travellers to examine whether regenerated historic buildings are catering for the aspirations of the tourism and leisure industry. Interviews will follow to gather in-depth data about their experiences.

Outcome measures:

Quantitative: regeneration building as the preferred destination for accommodation and whether it caters for the contemporary needs of travellers.

Qualitative: experiences of travellers in relation to historic building tourism accommodation including facilitators and barriers encountered.

### **8.6.2 Recommendation for future research from Key Theme 2 – Governance for Regeneration:**

The need for the “bottom-up” approach for regeneration and for public participation in the planning process emerged among the recommendations from this research. Public involvement in decision-making should not merely be for consultation purposes but should be participatory within the entire planning process.

#### *Examination of public participation in regeneration governance*

Research Question:

How can the community act as a driving force and fully participate within regeneration governance?

Research philosophy: This study takes a pragmatic approach in that it both measures as well as explores the different resources, support by government and national authorities to facilitate “bottom-up” regeneration.

Methodology and methods:

Survey methodologies and phenomenological methodology of focus group studies will be employed with an explanatory sequential approach (quantitative approach followed by qualitative methods). A national public survey will be held to determine the willingness, required resources and implementation methods for public participation. Focus groups with a purposive sample of the public and representatives of national entities will follow.

Outcome measures:



Quantitative: Public willingness to participate, resources that are required to support a “bottom-up” approach and full public participation, different implementation methods for public participation.

Qualitative: Facilitators and barriers to “bottom-up” approach and full public participation.

### **8.6.3 Recommendation for future research from Key Theme 3 – Societal aspirations by regeneration:**

This research design included quantitative cross sectional surveys and qualitative interviews and focus groups at a given time. This research clearly highlights that the Maltese Islands are experiencing the introduction of niche tourism markets. Since the concept is still evolving in the Maltese Islands, a similar methodology at another point in time will provide further factual data. Longitudinal research would also provide data over time that would be useful for future research.

Therefore, another recommended further step is to develop research on the niche tourism markets mainly those related to boutique hotel accommodation and on the initial developments of the implementation of the diffused hotels in Malta. Investigations should be aligned with the three P's, featuring the people, the planet and the profits. As most of the literature is oriented towards the financial aspects, which are of a quantitative nature, research should be focused on the environmental and social dimensions thus monitoring or ensuring the triple bottom line approach.

*Examination of the community aspirations from the tourism and leisure industry.*

Research Question:

What are the impacts of the niche tourism markets on host communities?

Research philosophy:

This study takes a pragmatic approach in that it both measures as well as explores experiences of the host communities in relation to niche tourism markets.

Methodology and methods:

Survey and phenomenological methodologies will be employed with an explanatory sequential approach (quantitative approach followed by qualitative methods). A survey will be used amongst host communities to examine the social return from niche tourism markets. Interviews will follow to gather in-depth data about the host communities' experiences.

Outcome measures:

Quantitative: economic, environmental, social and cultural impacts for host communities.

Qualitative: experiences of host communities in relation to niche tourism markets including positive and negative impacts.

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## Appendix 6.1.1\_ Cover email to mayors for introduction to participate in questionnaires

20 November 2014

Historic Buildings in Your Locality – Your Participation

**“An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands.”**

FOR THE ATTENTION OF THE MAYOR

Dear Mayor,

I the undersigned, Joseph Falzon, am currently following a PhD programme with the University of Bolton, named “An evaluation of the current planning policies in relation to the Tourism & Leisure Industry – A case study of historic buildings of the Maltese Islands”. I would like you to participate in this study. Please refer to attached letter.

Thank you for your attention,

Joseph Falzon

Architect & Civil Engineer

Attached: Invitation Letter to Participate dated 20 November 2014.

### Appendix 6.1.1a\_ Introduction letter to mayors to participate in questionnaires

20 November 2014

*FOR THE ATTENTION OF THE MAYOR*

Dear Mayor,

**“An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands.”**

I the undersigned, Joseph Falzon, am currently following a PhD programme with the University of Bolton, Greater Manchester, UK. The research study is named “An examination of the current regeneration policies in relation to the tourism & leisure industry – A case study of historic buildings of the Maltese Islands”.

The objective of this research study is to obtain information on the participation of the local council during the planning process and policy development in relation to historic buildings within your locality. The research study would also require feedback regarding awareness of policies, available resources and funding.

You are hereby being invited to participate in this research study. In order to participate you will be required to fill in a questionnaire which will be sent to your email address within the next few days. Please send me additional contact details if you prefer to receive the questionnaire in another email account or if you prefer to receive the questionnaire by post.

Your participation in this research study further acknowledges the importance of the local council’s contribution towards historic buildings across Malta and Gozo. Thus your participation in this research study is valuable and greatly appreciated. Please do not hesitate to contact me ([joseph.falzon@melita.com](mailto:joseph.falzon@melita.com)) for any clarifications or Dr. Margaret Nelson ([m.nelson@bolton.ac.uk](mailto:m.nelson@bolton.ac.uk)) from University of Bolton who is supervising this research study.

I take this opportunity to thank you for your dedication and efforts towards the local council, residents and communities.

Regards,

Perit Joseph Falzon (Mob No: 9947 7047)

### **Appendix 6.1.2\_ Cover email to mayors for invitation to participate in questionnaires**

26 November 2014

**“An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands.”**

FOR THE ATTENTION OF THE MAYOR

Dear Mayor,

Following my invitation letter to participate in PhD research study, please find attached the Questionnaire. Your participation in this research study further acknowledges the importance of the local council's contribution towards historic buildings across Malta and Gozo. Thus your participation in this research study is valuable and greatly appreciated. An executive summary of the findings will be sent to the participants. This is a brief questionnaire and should take about 10 minutes to complete.

To participate in this study, please complete the attached questionnaire by 5<sup>th</sup> December 2014 and submit to [jf6mpo@bolton.ac.uk](mailto:jf6mpo@bolton.ac.uk)

I take this opportunity to thank you for your dedication and efforts towards the local council, residents and communities.

Thank you for your kind attention,

Regards,

Perit Joseph Falzon

Mob No: 9947 7047

Attachment: Questionnaire in pdf format and word doc. format



### Appendix 6.1.2a\_ Questionnaire to Mayors

Dear Mayor,

**An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands.**

***Part 1: Questionnaire regarding legislation and policies, participation of local councils in planning policies, available funding and resources.***

I would like to invite you to take part in a PhD research study. It is important that you understand why the research is being done and what it will involve. Thank you for taking the time to read this information carefully. Ask us if there is anything that is not clear or if you would like further information. If you wish to take part in the study please submit the replies to the questionnaire by Friday 5<sup>th</sup> December 2014.

**What is the purpose of the study?**

Historic buildings provide an essential and intrinsic character to the localities around Malta and Gozo. The purpose is to examine awareness, perceptions, and opinions of the local councils regarding existing and proposed policies, participation of local councils in policy making and information regarding funding and other resources. We are sending this questionnaire to ALL Local Councils in Malta and Gozo.

**Do I have to take part? What is required to take part in this study?**

No. Participation in the study is voluntary. To take part in the study, we ask that you complete the enclosed questionnaire which should take about 10 minutes.

**What are the possible benefits of taking part?**

Completion of the questionnaire will help to identify your views, which will be of valuable contribution in studying policy development and participation in policy making. Following the study I will send you an executive summary of the findings.

**Will my identity be revealed during the study?**

Your identity shall not be revealed and fictitious names and /or codes shall be used throughout the study. If however you choose not to remain anonymous and would like to be identified you may indicate by ticking this box. ☐ **Would like to be identified**

**What will happen to the results of the research study?**

The main findings of the study will be published in a journal and on the University website. You may request a copy of the publication or report. This will be published in a PhD thesis.

**Who is organising and funding the research? Who has reviewed the study?**

This project is organised by University of Bolton, and is privately funded. This study has been approved by the Research Ethics Committee of University of Bolton.

**To participate in this study, please complete the questionnaire by 5<sup>th</sup> December 2014 and submit to [jf6mpo@bolton.ac.uk](mailto:jf6mpo@bolton.ac.uk)**

**In case you would like to obtain confirmation or further information about research project you may contact Dr. Margaret Nelson on [m.nelson@bolton.ac.uk](mailto:m.nelson@bolton.ac.uk)**

**Yours sincerely**

Joseph Falzon BE & A (Hons) A & C.E.

Architect & Civil Engineer

Contact: 9947 7047

## Section A, General Information

1a. **Locality** (please indicate locality hereunder)

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Throughout this questionnaire, 'historic buildings' refers to buildings of more than 50 years of age, which are of architectural or historical interest and which are important in demonstrating aesthetic or architectural characteristics and /or a high degree of creative or technical achievement in Malta.

2. What role do historic buildings play as far as tourism and leisure industry in your locality is concerned?

☐ Highly Important      ☐ Important      ☐ Unsure   ☐ Not Important   ☐ Not Important At All

## Section B, Awareness of Policies in relation to Historic Buildings in the Locality

Please rate your level of agreement or disagreement with each of the following statements

SECTION B1 - Statements:	Strongly disagree	Disagree	Unsure	Agree	Strongly agree
<b>Interest and Awareness of Existing Legislation and Policies</b>					
The local council is <u>aware of the current</u> 'Access for All' Design Guidelines (2011) of National Commission for Persons with Disability (KNPD)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council is <u>aware of the current</u> planning policies as set out in the Local Plans for the Maltese Islands issued by MEPA in July 2006	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council is <u>aware</u> of the Culture Heritage Act 2002 (Chapter 445)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<b>SECTION B2 - Statements:</b> <b>Opinion Regarding Existing Policies</b>	Strongly disagree	Disagree	Unsure	Agree	Strongly agree
The local council agrees that the existing policies are adequate so that preservation of historic buildings is ensured	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council agrees that the existing policies are too restrictive and it is often difficult that historic buildings can accommodate new uses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council agrees that there is no conflict between planning policies as set out by the policy makers of national authorities and government	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The statements identified in section B3 are extracted from the Strategic Plan for Environment and Development (SPED), Environment Report April 2014 issued by Malta Environment and Planning Authority.

**Urban Objective 2: To improve the townscape and environment in historic cores and their settings**

<b>SECTION B3 - Statements:</b> <b>Opinion Regarding MEPA Objectives</b>	Strongly disagree	Disagree	Unsure	Agree	Strongly agree
The local council agrees that new policies should be more restrictive in controlling design, form, scale, density and type of development in townscape and historic cores	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council agrees that policies should encourage more and better facilitate appropriate housing types in townscapes and historic cores	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council agrees that new policies should encourage small scale compatible business uses particularly tourism related which complement the character and distinctiveness of historic cores	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<b>Section B4 - Statements:</b> <b>Awareness of Proposed Policies</b>	Strongly disagree	Disagree	Unsure	Agree	Strongly agree
The local councils should be <u>aware of proposed</u> legislation and planning policies in relation to historic buildings in their locality.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council is aware of the proposed developments in 'Access for All' policy guidelines in relation to historic buildings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council is aware of the proposed planning policies as set out in the Strategic Plan for the Environment & Development issued for public consultation by MEPA in April 2014	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council is aware of the planning policies as set out in the 'National Strategy for the Cultural Heritage' public consultation document issued by Government in May 2012	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**List other proposed policies / legislation that the local council is aware of and which has an impact on policies in relation to historic buildings in the locality. (these may be EU directives, Central Government Policies, Local Policies , Bye Laws, other legislation and / or policies:**

\_\_\_\_\_

\_\_\_\_\_

<b>Section B5 - Statements:</b> <b>Consultations with Public Authorities</b>	Strongly disagree	Disagree	Unsure	Agree	Strongly agree
The local council <u>should be officially consulted</u> by the authorities to participate in all proposed legislation and planning processes in relation to historic buildings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council is <u>willing to actively participate</u> during consultations in the legislation and planning process in relation to historic buildings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The local council is of the opinion that the current consultation practice is <u>adequate</u> so that the local council can raise concerns and ideas about policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council feels that there needs to be consultation on an <u>ongoing basis</u> and not only on ' <i>ad hoc</i> ' basis during public consultation periods	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council feels assured that concerns raised during consultation process are seriously taken into account by the authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<b>Section B6 - Statements:</b>	Strongly disagree	Disagree	Unsure	Agree	Strongly agree
<b>Collaboration &amp; Participation</b>					
The local council agrees that it is important to hold regular meetings with various stakeholders so that preservation of historic buildings is ensured.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council agrees that it is important that there is collaboration with neighbouring local councils to ensure a coherent approach for historic building preservation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council agrees that Non Governmental Organisations (NGO's) are important stakeholders in representing public interest	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council agrees that community participation is an essential key element during the policy making process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council agrees that it can be a strategic partner in policy making and policy development.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The tasks and measures identified in sections C1, C2 & C3 are extracted from the strategic objectives asset out in the National Strategy for the Cultural Heritage, Draft for Consultation May 2012, Ministry for Tourism Culture and Environment (May 2012)

## Section C1, Broadening Participation

For each statement listed below, rate the contribution that your local council is prepared to:

1= No contribution at all

5=Major contribution

Tasks and Measures	1	2	3	4	5
Participate in public forums, documents and activities regarding built heritage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Identify built heritage locations and promote programme for potential adaptive use / reuse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Identify sites that require upgrading to ensure accessibility to persons with mobility impairments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Organize discussions with stakeholders and identify strategies to encourage creative ideas on experiencing heritage sites	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Increase the use of digital and online media for the promotion of heritage sites in the locality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Promote built heritage in various venues such as public and private buildings (eg. schools, museums)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Promote ideas on fiscal incentives that can be provided by government or the private sector	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**List the initiatives taken by the local council to promote community engagement and public participation**

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## Section C2, Improving Governance in the Locality's Built Heritage Sector

For each statement listed below, indicate whether your local council is **currently doing** and whether is **prepared to do**

Tasks and Measures	Indicate what local council is CURRENTLY DOING			Indicate what local council is PREPARED TO DO	
Identifying roadmap where innovation and development is required	Yes <input type="checkbox"/>	No <input type="checkbox"/>		Yes <input type="checkbox"/>	No <input type="checkbox"/>
Review legislation, documentation and policies	Yes <input type="checkbox"/>	No <input type="checkbox"/>		Yes <input type="checkbox"/>	No <input type="checkbox"/>
Develop local heritage inventories for the locality	Yes <input type="checkbox"/>	No <input type="checkbox"/>		Yes <input type="checkbox"/>	No <input type="checkbox"/>
Organize seminars regarding heritage issues of your locality	Yes <input type="checkbox"/>	No <input type="checkbox"/>		Yes <input type="checkbox"/>	No <input type="checkbox"/>
Review needs and identify parameters for widening participation in data collection process	Yes <input type="checkbox"/>	No <input type="checkbox"/>		Yes <input type="checkbox"/>	No <input type="checkbox"/>

## Section C3, Sustainable Use of Heritage Resources

For each statement listed below, indicate whether your local council is **currently doing** and whether is **prepared to do**

Tasks and Measures	Indicate what local council is CURRENTLY DOING			Indicate what local council is PREPARED TO DO	
Develop a sustainable policy framework	Yes <input type="checkbox"/>	No <input type="checkbox"/>		Yes <input type="checkbox"/>	No <input type="checkbox"/>
Identify cultural heritage reserves of heritage resources	Yes <input type="checkbox"/>	No <input type="checkbox"/>		Yes <input type="checkbox"/>	No <input type="checkbox"/>
Develop management and conservation plans for properties of national importance	Yes <input type="checkbox"/>	No <input type="checkbox"/>		Yes <input type="checkbox"/>	No <input type="checkbox"/>



## Section D1, Resources, Education and Training

Please rate your level of agreement or disagreement with each of the following statements

Statements	Strongly disagree	Disagree	Unsure	Agree	Strongly agree
The local council had obtained national funding in the past three years to undertake heritage related projects within the local council boundary	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council has the sufficient resources to undertake heritage related projects within the local council boundary	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council has the sufficient technical resources to undertake heritage related projects within the local council boundary	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The local council requires more information about proposed policies and objectives.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please indicate what form of education and training are you most interested in (tick all that apply)

☐lectures     
 ☐seminars     
 ☐conferences     
 ☐distance learning material     
 ☐online updates

☐provision of national guidelines     
 ☐reading journal articles

☐other, please specify\_\_\_\_\_

## Section D2, Funding

Please indicate the sources of funding in relation to historic buildings in your locality?

What proportion of these funds had been applied for Tourism & Leisure related projects?

### **Section E1, General Comments**

Please give comments on the importance of the tourism aspect in your locality and its contribution towards your locality.

### **Section E2, General Comments**

Please give any other comments you have on the state of Historic buildings in your Local Council

I would like to thank you for completing this questionnaire. Your contribution is of valuable importance to this research.

**Part 2: EXPRESSION OF INTEREST**

**Locality** \_\_\_\_\_

We would like to invite you to take part in Part 2 of the research study. The purpose of this part of the research study is to allow for more discussion on experiences and views on the policy making and community participation in relation to historic buildings. You can participate by nominating someone to take part in the study, which is voluntary. It is also voluntary for the nominated person to take part in the study.

If you are interested to nominate someone for this second part of the study, i ask you to kindly complete the details hereunder. We will then contact the nominated person to ask him/her whether he/she is still interested to take part in the study and give a date and time and venue for the meeting. The discussion will take about 45 minutes.

First Name & Surname: \_\_\_\_\_  
Occupation: \_\_\_\_\_  
Telephone No: \_\_\_\_\_ Mobile No: \_\_\_\_\_  
Email Address: \_\_\_\_\_

### Appendix 6.1.3\_ Cover email to Mayors reminder for questionnaire

4 December 2014

**“An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands.”**

***FOR THE ATTENTION OF THE MAYOR***

Dear Mayor,

#### **REMINDER**

Following our invitation to participate in the PhD research study please find attached copy of the Questionnaire. I kindly remind you that to participate in this study the attached questionnaire is to be completed by **Friday 5<sup>th</sup> December 2014** and submitted to [jf6mpo@bolton.ac.uk](mailto:jf6mpo@bolton.ac.uk)

Your participation is an important contribution to the study and is greatly appreciated.

Thank you for your attention,

Regards,

Joseph Falzon  
Architect & Civil Engineer  
Mob 9947 7047

Attached Questionnaire in pdf format and word doc format

#### Appendix 6.1.4\_ Cover email to Mayors reminder for questionnaire

17 December 2014

**“An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands.”**

FOR THE ATTENTION OF THE MAYOR

Dear Mayor,

#### **URGENT REMINDER**

Reference is made to the questionnaire regarding historic buildings in your locality. I would like to remind you that if you wish to participate in this study please complete the attached questionnaire and submit to [jf6mpo@bolton.ac.uk](mailto:jf6mpo@bolton.ac.uk) by not later than **Friday 19 December 2014**. The analysis of the data will then be carried out with the responses available to date.

Your participation is an important contribution to the study and is greatly appreciated.

Thank you for your attention,

Regards,

Joseph Falzon  
Architect & Civil Engineer  
Mob 9947 7047

Attached questionnaire

## Appendix 6.2.1a\_ Cover email invitation to potential participants to participate in interview

14 May 2015

**“An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands.”**

Dear Potential Participant

Hope you are fine, following discussions we had regarding research study on regeneration policies for historic buildings I am hereby forwarding you guide questions for an interview. I will be sending you the formal invitation if you agree that you participate in the research study.

we will discuss further.

Best regards,

Thank you

Joseph

Perit Joseph Falzon  
Mob 9947 7047

**Appendix 6.2.1b\_ Invitation to potential interviewees to participate in  
interview and consent forms**

Name of Potential Interviewee

Address of Potential Interviewee

Date 14 May 2015

Dear Potential Interviewee,

**Re: “An examination of the current regeneration policies in relation to the tourism and  
leisure industry. A case study for historic buildings in the Maltese Islands.”**

I the undersigned, Joseph Falzon, am currently enrolled in a PhD research study titled “An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study for historic buildings in the Maltese Islands”. The study includes semi-structured interviews with stakeholders and you are hereby being invited to participate in this research study.

Interviews are intended to provide data that will be analysed and will form an integral part of this study. These are voluntary and you may opt not to reply to some or all the questions. Your identity will not be revealed at any stage of this study and fictitious names will be used in order to make reference to the interview or your contribution. Interviews will be audio recorded and transcribed in the English language. Within fifteen days from the interview the transcript will be sent to you for verification. You will have the opportunity to clarify in writing any issues related to the interview till the write up stage of the study that is one month from the interview. The invitations are addressed to the chairpersons of selected organisations / entities and you may opt to assign this interview to any senior official within your organisation as long as this can be considered as the official position of your organisation. Interview will take approximately one hour and will be carried out at any place of your own choice.

This research study is carried out in my own personal capacity in conjunction with the University of Bolton and is in no way related to any other study which does not form part of this research study. Nor does it pertain to any other organisation or political party. The data from the interviews will be used solely for the purpose of this research study and all data will be stored securely. The study has been approved by the Research Ethics Committee of University of Bolton. In case of any additional information, you may wish to contact the undersigned or Dr. Margaret Nelson, Programme Leader at University of Bolton on [joseph.falzon@melita.com](mailto:joseph.falzon@melita.com); [m.nelson@bolton.ac.uk](mailto:m.nelson@bolton.ac.uk), stating reference: INT/SEP/UCO - Programme: Doctor of Philosophy (1407957). Please find attached authorisation letter and consent letter by the interviewee to participate within this study and to publish the study, both of which I kindly ask you and the assignee to sign prior to the interview.

I would like to thank you in advance for consideration of the above and look forward for your valuable contribution and participation within this study.

Regards,

Joseph Falzon

Attached:

Authorisation letter by the organisation to participate and to publish the study.

Consent letter by the interviewee to participate and to publish the study.

Interview Pro-forma





**PERITJOSEPHFALZON**

**AUTHORISATION LETTER BY THE ORGANIZATION TO PARTICIPATE AND TO PUBLISH  
RESEARCH STUDY**

I the undersigned do hereby give permission to Joseph Falzon to carry out the study described hereunder in my organisation and give permission to publish the same study.

Title of study: **"An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study for historic buildings in the Maltese Islands."**

Name of Organisation:

Position within the Organization:

Date:

Name:

ID No:

Signature:



**PERITJOSEPHFALZON**

**CONSENT OF THE INTERVIEWEE TO PARTICIPATE AND TO PUBLISH RESEARCH STUDY**

I the undersigned interviewee do hereby give permission to Joseph Falzon to carry out the study as mentioned hereunder and give permission to publish the same study.

Title of study: **"An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study for historic buildings in the Maltese Islands."**

Name of Organisation:

Name of Interviewee:

ID No:

Position of Interviewee within Organisation:

Date:

Signature:

## Appendix 6.2.1c\_ Interview pro-forma for architects and investors

### Interview Pro-forma for Stakeholders Phase 1B

#### Architects & Investors

**“An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands”**

The objectives of the semi-structured interviews with stakeholders are:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.
- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.

#### **Policy Documents:**

The interview Pro-forma makes reference to the following documents:

Strategic Plan for the Environment & Development (MEPA, 2015)

National Strategy for the Cultural Heritage (2012)

National Commission Persons with Disability (NCPD) Policies / Guidelines (2011)

Malta Tourism Authority (MTA) Policies / Guidelines (2015)

## **Interview Pro-forma for Architects and Investors**

### **Examination of Policies**

- 1) Please prioritize five key issues that you encounter with the objectives of MEPA policies / guidelines (2015), MTA Policies / Guidelines (2015), NCPD Policies / Guidelines (2011), SCH policies (2012) in relation to historic buildings?
- 2) What are the gaps in these policies?  
Do you encounter more difficulties with any particular authority /agency?  
  
Are policies for historic buildings too restrictive? Why?  
  
Do you feel policy objectives are wrongly interpreted by the authorities and what does this impact on historic buildings?
- 3) Which policies are main barriers in the design and implementation of projects?  
What are those barriers? What is causing the barrier?
- 4) Which policies have created new opportunities in design and implementation of projects?

### **Examination of Impact of Policies**

- 5) Identify a historic building in which regeneration policies made major positive impacts to the tourism and leisure industry?
  - a. What were the original objectives of the project and how the project had to change because of these policies?
  - b. What are benefits and detriments of these projects in relation to the community?
  - c. What are benefits and detriments of these projects in relation to the environment?
  - d. How did the users engaged with the buildings? Are there any results of surveys carried out?
- 6) Identify a historic building in which regeneration policies made major negative impacts to the tourism and leisure industry?
  - a. What were the original objectives of the project and how the project had to change because of these policies?

- b. What are benefits and detriments of these projects in relation to the community?
  - c. What are benefits and detriments of these projects in relation to the environment?
  - d. How did the users engaged with the buildings? Are there any results of surveys carried out?
- 7) Identify a historic building in which policies rendered the project not economically feasible or viable? What are the main reasons? Is it mainly due to fiscal policy?
- 8) What incentives are there for the revitalization stimulus of the area?
- 9) What are the key lessons learnt from the projects mentioned above?

### **Examination of Current Practices**

- 10) Are you aware of any changes in policies as a result of past experiences?
- 11) In what way can you contribute to policy development?
- 12) What level of engagement did you have with the local councils, NGO's and the community
- a. Prompts: Was there any feedback? Did you act on feedback?
- 13) What level of engagement did you had with National Authorities?
- a. Prompts: Any there any presentations of your project? Was there any feedback, did you act on feedback?
- 14) What are your general comments regarding the process of the application for development permits involving regeneration of historic buildings?
- 15) In what manner did the Authorities monitor the developments of such projects?

Please add any other comments you wish to raise on the effectiveness of regeneration policies of historic buildings.

### **END OF INTERVIEW**

## Appendix 6.2.1d\_ Interview pro-forma for community representatives

### Interview Pro-forma for Stakeholders Phase 1B

#### Community Representatives

**“An examination of the current regeneration policies in relation to the tourism and leisure industry. A case study of historic buildings in the Maltese Islands”**

The objectives of the semi-structured interviews with stakeholders are:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.
- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.

#### **Policy Documents:**

The interview Pro-forma makes reference to the following documents:

Malta Environment and Planning Authority (MEPA) policies / guidelines (2015)

Malta Tourism Authority (MTA) Policies / Guidelines (2015)

National Commission Persons with Disability (NCPD) Policies / Guidelines (2011)

Superintendence of Cultural Heritage. Cultural Heritage Act (2002)

## **Interview Pro-forma for Community Representatives**

### **Examination of Policies**

- 1) Please prioritize five key issues that you encounter with the objectives of MEPA policies / guidelines (2015), MTA Policies / Guidelines (2015), NCPD Policies / Guidelines (2011), SCH policies (2012) in relation to historic buildings?**

Which policies you know about and how do you've got to know them?  
Is there any lack of awareness of policies from the community?

- 2) What are the gaps in these policies?**

Do you encounter more difficulties with any particular authority /agency?  
Are policies for historic buildings too restrictive? Why?  
Do you feel policy objectives are wrongly interpreted by the authorities and what does this impact on historic buildings?

- 3) Which policies are main barriers in the design and implementation of projects?**

What are those barriers? What is causing the barrier?

- 4) Which policies have created new opportunities in design and implementation of projects?**

### **Examination of Impact of Policies**

- 5) Identify a historic building in which regeneration policies made major positive impacts to the tourism and leisure industry?**

- a. What were the original objectives of the project and how the project had to change because of these policies?
- b. What are benefits and detriments of these projects in relation to the community?
- c. What are benefits and detriments of these projects in relation to the environment?
- d. How did the users engaged with the buildings? Are there any results of surveys carried out?

- 6) Identify a historic building in which regeneration policies made major negative impacts to the tourism and leisure industry?**

- a. What were the original objectives of the project and how the project had to change because of these policies?
- b. What are benefits and detriments of these projects in relation to the community?

- c. What are benefits and detriments of these projects in relation to the environment?
  - d. How did the users engaged with the buildings? Are there any results of surveys carried out?
- 7) Identify a historic building in which policies rendered the project not economically feasible or viable? What are the main reasons? Is it mainly due to fiscal policy?**
- 8) What incentives are there for the revitalization stimulus of the area?**
- 9) What are the key lessons learnt from the projects mentioned above?**

#### **Examination of Current Practices**

- 10) Are you aware of any changes in policies as a result of past experiences?**
- 11) In what way can you contribute to policy development?**
- 12) What level of engagement did you have with the local councils, NGO's and the community?**
- a. Prompts: Was there any feedback? Did you act on feedback?
- 13) What level of engagement did you had with National Authorities?**
- a. Prompts: Are there any presentations of your project? Was there any feedback, did you act on feedback?
- 14) What are your general comments regarding the process of the application for development permits involving regeneration of historic buildings?**
- 15) In what manner did the Authorities monitor the developments of such projects?**

Please add any other comments you wish to raise on the effectiveness of regeneration policies of historic buildings.

**END OF INTERVIEW**



### Appendix 6.3.1a\_ Cover email invitation to potential participants to participate in interview

22 April 2016

**“An investigation of regeneration policies for historic buildings on the Maltese Islands for the tourism and leisure industry.”**

Dear Potential Participant

Invitation to participate in Ph.D research.

Following our previous communication regarding doctoral research which investigates regeneration policies for historic buildings on the Maltese Islands for the tourism and leisure industry, I would like to inform you that interviews are being conducted with stakeholders. Your contribution is very important for this research.

Interviews with authorities will be carried out in the first week of May 2016. Please find attached covering letter and pro-forma interview guide questions.

Thank you for your kind attention and I look forward to hear from you.

Best Regards,  
Joseph

Perit Joseph Falzon  
Ph D Researcher,  
University of Bolton,

Attached: Covering letter & Pro forma interview guide.

**Appendix 6.3.1b\_ Invitation to potential interviewees to participate in  
interview and consent forms**

Name of potential participant

Address of potential participant

22 April 2016

Dear potential participant,

**Re: “An investigation of regeneration policies for historic buildings on the Maltese Islands for the  
Tourism & Leisure Industry” - Ph. D. Research.**

I the undersigned, Joseph Falzon, am currently enrolled in a PhD research study titled “An examination of regeneration policies for historic buildings on the Maltese Islands for the Tourism and Leisure Industry”. The study includes semi-structured interviews with stakeholders and you are hereby being invited to participate in this research study.

Interviews are intended to provide data that will be analysed and will form an integral part of this study. These are voluntary and you may opt not to reply to some or all the questions. Your identity will not be revealed at any stage of this study and fictitious names will be used in order to make reference to the interview or your contribution. Interviews will be audio recorded and transcribed in the English language. Within fifteen days from the interview the transcript will be sent to you for verification. You will have the opportunity to clarify in writing any issues related to the interview till the write up stage of the study that is one month from the interview. The invitations are addressed to the chairpersons of selected organisations / entities and you may opt to assign this interview to any senior official within your organisation as long as this can be considered as the official position of your organisation. Interview will take approximately one hour and will be carried out at any place of your own choice.

This research study is carried out in my own personal capacity in conjunction with the University of Bolton and is in no way related to any other study which does not form part of this research study. Nor does it pertain to any other organisation or political party. The data from the interviews will be used solely for the purpose of this research study and all data will be stored securely. The study has been approved by the Research Ethics Committee of University of Bolton. In case of any additional information, you may wish to contact the undersigned or Dr. Margaret Nelson, Programme Leader at University of Bolton on [joseph.falzon@melita.com](mailto:joseph.falzon@melita.com); [m.nelson@bolton.ac.uk](mailto:m.nelson@bolton.ac.uk), stating reference: INT/SEP/UCO - Programme: Doctor of Philosophy (1407957). Please find attached authorisation letter and consent letter by the interviewee to participate within this study and to publish the study, both of which I kindly ask you and the assignee to sign prior to the interview.

I would like to thank you in advance for consideration of the above and look forward for your valuable contribution and participation within this study.

Regards,

Joseph Falzon

Attached:

Authorisation letter by the organisation to participate and to publish the study.

Consent letter by the interviewee to participate and to publish the study.

Objectives of the study and Interview Pro-forma



**PERITJOSEPHFALZON**

**AUTHORISATION LETTER BY THE ORGANIZATION TO PARTICIPATE AND TO PUBLISH  
RESEARCH STUDY**

I the undersigned do hereby give permission to Joseph Falzon to carry out the study described hereunder in my organisation and give permission to publish the same study.

**Title of study: "An investigation of regeneration policies for historic buildings on the Maltese Islands for the tourism & leisure Industry"**

Name of Organisation:

Position within the Organization:

Date:

Name:

ID No:

Signature:



**PERITJOSEPHFALZON**

**CONSENT OF THE INTERVIEWEE TO PARTICIPATE AND TO PUBLISH RESEARCH STUDY**

I the undersigned interviewee do hereby give permission to Joseph Falzon to carry out the study as mentioned hereunder and give permission to publish the same study.

Title of study: **"An investigation of regeneration policies for historic buildings on the Maltese Islands for the tourism & leisure Industry"**

Name of Organisation:

Name of Interviewee:

ID No:

Position of Interviewee within Organisation:

Date:

Signature:

## Appendix 6.3.1c\_ Interview pro-forma for decision making stakeholders

### Interview Pro-forma for Stakeholders Phase 2

#### National Authorities

#### **“An investigation of regeneration policies for historic buildings on the Maltese Islands for the tourism and leisure industry”**

The objectives of the semi-structured interviews with stakeholders were:

- To discuss critically regeneration policies for historic buildings in Malta.
- To examine current practices in policy development for regeneration of historic buildings in the Maltese Islands.
- To examine the aspects of application of the policies in relation to historic buildings.
- To examine the impact of regeneration policies on the Maltese tourism and leisure industry.
- To determine the factors that inform policy development.

#### **Policy Documents:**

The interview Pro-forma makes reference to the following documents:

Malta Environment and Planning Authority (MEPA) policies / guidelines (2015)

Malta Tourism Authority (MTA) Policies / Guidelines (2015)

National Commission Persons with Disability (NCPD) Policies / Guidelines (2011)

Superintendence of Cultural Heritage. Cultural Heritage Act (2002)

**Documents to be provided by National authorities if available:**

- a) Which are the policies that your organisation promote for regeneration of historic buildings?
- b) Do you have any research that has been done in relation to the impact of regeneration policies on the tourism and leisure industry?

**Pro-forma Interview guide – National Authorities**

**Reasons for regeneration**

1) Please rank (in order of importance) the five main reasons for regeneration of historic buildings?

**Barriers to regeneration**

2) Please rank (most difficult) the five main barriers for regeneration of historic buildings?

3) How is your organisation overcoming those barriers?

4) Which are those policies that have been identified as being a barrier to regeneration of historic buildings? Are there any plans in place to change them? If so, what are those plans? If not, why?

**Impact on tourism and leisure industry**

5) What is the impact of regeneration policies on historic buildings?

6) What is the impact of regeneration of historic buildings on the tourism and leisure industry?

7) What are the key lessons learnt from these regeneration policies on the tourism and leisure industry?

**Research on impact of policies**

8) What are the key findings that emerge from these studies?

9) Did these studies actually inform policy development and how?

**Feasibility & Social Returns**

10) How does regeneration policies impact on the feasibility of the project?

11) What influence does social returns on Investments have on regeneration policies?

12) What are the social indicators that actually used to assess regeneration projects of historic buildings?

### **Policy Development**

13) Do you engage with other organizations for regeneration of historic buildings? If yes, which ones. Which ones do you have the most issues with? Please give examples.

14) Do you agree that there are conflicts in policies set by different authorities? What are those policies? What is your organization doing to address this? Can you give examples?

15) Do you feel that sometimes policy objectives give rise to different interpretations and how does this impact on regeneration of historic buildings?

16) What informs policy development? How are the policies developed?

### **Policy implementation**

17) Interviews reveal that authorities are not pragmatic and practical in policy implementation. Do you agree with this? If yes, what are these areas that are not practical and not pragmatic? and how your organisation is trying to address these? If no, why not? Can you give examples?

### **Collaboration with stakeholders on regeneration of historic buildings for tourism and leisure industry**

18) How do you collaborate with Local Councils? Do you feel that you should collaborate at a deeper level? If yes, how? If not? Why?

19) Do you feel that consultations with the community are adequate and effective. If yes, why?, If no what is your organization prepared to do?

20) In what manner does your organization monitor the developments of such projects?

21) Please indicate how the funding in place?

22) Please add any other comments you wish to raise on the effectiveness of regeneration policies of historic buildings.

**END OF INTERVIEW**



### Appendix 6.3.1d\_ Cover email for feedback on transcripts and introduction to focus groups

**“An investigation of regeneration policies for historic buildings on the Maltese Islands for the tourism and leisure industry”**

Dear Participant

Hope you are fine and once again thank you for participation in the Ph.D. research. Attached is a transcript of interview carried out and I kindly ask you to make any comments or additional clarifications you feel necessary.

On Friday 17th of June 2016 at 10.00 am, a focus group with interviewed participants will be carried out at Auberge D’ Aragon, Valletta. The aim of the focus group is to present issues that emerged from the previous stages of the research. I would like to invite you to participate in this focus group, or to nominate a member to represent your organisation. Parliamentary Secretary Dr. Ian Borg MP will also be participating during the focus group. Your participation is greatly appreciated.

Thank you for your attention and I look forward to hear from you.

Best Regards,

Joseph

Joseph Falzon

Contact: 9947 77047

## Appendix 6.4.1a\_ Cover email invitation to potential participants to participate in focus groups

25 May 2016

Dear Sir / Madam

Re: Ph.D. Research – An investigation of regeneration policies for historic buildings on the Maltese Islands for the tourism and leisure industry.

Hope you are fine.

Further to your participation in the interview regarding PhD research, I would like to inform you that all participants are invited for a focus group discussion which is scheduled for Friday 17 June 2016 at 10.00am during which I highlight issues of the research. The 90 minute meeting is going to be held at Auberge D' Aragon Valletta and Parliamentary Secretary Dr Ian Borg MP will be participating as well. I really appreciate if you participate in the focus group as your contribution is very important for the research. A formal invitation letter will be sent to you.

Thank you for your attention to the above.

Best Regards,

Joseph

Joseph Falzon

Contact 9947 7047

## Appendix 6.4.1b\_ Cover email invitation to Planning Commission to participate in focus groups

19 June 2016

Dear Potential Participant

Hope you are fine.

I am enrolled in doctoral study at University of Bolton and I would like to have the participation of the commission members for part of this research. The study investigates regeneration policies for historic buildings in the Maltese islands for the Tourism and Leisure Industry.

Enclosed please find invitation letter which I would like that you communicate with the other members to set a convenient time so that I can hear your views.

The aim is to discuss in general your experiences through the large number of cases that were discussed by applicants, the main issues, the main barriers, what encouraged regeneration and any recommendation you would like to make for better policy development and policy implementation / interpretation.

I'm aware of the busy agenda of the commission, but it would be great if we manage to conduct the focus group by end of June, always subject to your availability.

Thank you for consideration of the above.

Best Regards,

Joseph

Joseph Falzon

Contact: 99477047

**Appendix 6.4.2a\_ Invitation letter to potential participants to participate in focus groups and consent forms.**

Name of potential focus group participant

Address of potential focus group participant

Date 15 June 2016

Dear Sir/ Madam,

**Re: “An investigation of regeneration policies for historic buildings on the Maltese Islands for the Tourism & Leisure Industry”: Ph.D. Research - Focus Group.**

Following questionnaires and semi structured interviews carried out with stakeholders in regeneration of historic buildings, you are hereby being invited to participate in this final stage of the research. The focus group is intended to provide data that will be analysed and will form an integral part of this study. Your attendance and participation in the focus group is voluntary and you may opt not to attend or participate for focus group. You may also opt to participate for part/s of the discussion only. Your identity will not be revealed at any stage of this study and fictitious names will be used in order to make reference to your contribution in the focus group. The discussion will be audio recorded and transcribed in the English language. Other invitations for the focus group are addressed to the participants of the previous stages of the research. Discussion will take approximately 75 minutes and will be moderated by the undersigned. Focus group is going to be held on **Friday 17 June 2016 at 10.00am** at Auberge D’ Aragon Valletta. Hon. Parliamentary Secretary Dr. Ian Borg MP will be participating as well.

This research study is carried out in my own personal capacity in conjunction with the University of Bolton and is in no way related to any other study which does not form part of this research. Nor does it pertain to any other organisation, political party or government. The data from the focus group will be used solely for the purpose of this research study and all data will be stored securely. The study has been approved by the Research Ethics Committee of University of Bolton. In case of any additional information, you may wish to contact the undersigned or Dr. Margaret Nelson,

Programme Leader at University of Bolton on [joseph.falzon@melita.com](mailto:joseph.falzon@melita.com); [m.nelson@bolton.ac.uk](mailto:m.nelson@bolton.ac.uk), stating reference: INT/SEP/UCO - Programme: Doctor of Philosophy (1407957). Please find attached authorisation letter and consent letter by the interviewee to participate within this study and to publish the study, both of which I kindly ask you and the assignee to sign prior to the focus group.

I would like to thank you in advance for consideration of the above and look forward for your valuable contribution and participation within this final stage of this research.

Regards,

Joseph Falzon

Attached:

Authorisation letter by the organisation to participate and to publish the study.

Consent letter by the focus group participant to participate and to publish the study.



**PERITJOSEPHFALZON**

**AUTHORISATION LETTER BY THE ORGANIZATION TO PARTICIPATE AND TO PUBLISH  
RESEARCH STUDY**

I the undersigned do hereby give permission to Joseph Falzon to carry out the study described hereunder in my organisation and give permission to publish the same study.

Title of study: **"An investigation of regeneration policies for historic buildings on the Maltese Islands for the tourism & leisure industry."**

Name of Organisation:

Position within the Organization:

Date:

Name:

ID No:

Signature:



**PERITJOSEPHFALZON**

**CONSENT OF THE FOCUS GROUP PARTICIPANT TO PARTICIPATE AND TO PUBLISH  
RESEARCH STUDY**

I the undersigned focus group participant do hereby give permission to Joseph Falzon to carry out the study as mentioned hereunder and give permission to publish the same study.

Title of study: **“An investigation of regeneration policies for historic buildings on the Maltese Islands for the Tourism & Leisure Industry.”**

Name of Organisation:

Name of Focus Group Participant:

ID No:

Position of Participant within Organisation:

Date:

Signature:



**PERITJOSEPHALZON**

**Appendix 6.4.2b\_ Invitation letter to Planning Commission to participate in focus groups and consent forms.**

The Chairpersons and Members,  
Planning Commission,  
Planning Authority  
St Francis Ravelin,  
Floriana

21 June 2016

Dear Chairpersons and Commission Members,

**Re: “An investigation of regeneration policies for historic buildings on the Maltese Islands for the Tourism & Leisure Industry”: Ph.D. Research - Focus Group.**

I the undersigned, Joseph Falzon, am currently enrolled in doctoral research investigating regeneration policies for historic buildings on the Maltese Islands for the Tourism and Leisure Industry. All board members of the Planning Commission are hereby being invited to participate in this final stage of the research. The focus group is intended to provide data that will be analysed and will form an integral part of this study. Your attendance and participation in the focus group is voluntary and you or any other member of the commission may opt not to attend or participate for focus group. You may also opt to participate for part/s of the discussion only. Your identity will not be revealed at any stage of this study and fictitious names will be used in order to make reference to your contribution in the focus group. The discussion will be audio recorded and transcribed in the English language. Discussion will take approximately 45 minutes. I would like that you indicate your best available time bracket, preferably by end of June so that we can conduct the focus group.



This research study is carried out in my own personal capacity in conjunction with the University of Bolton and is in no way related to any other study which does not form part of this research. Nor does it pertain to any other organisation, political party or government. The data from the focus group will be used solely for the purpose of this research study and all data will be stored securely. The study has been approved by the Research Ethics Committee of University of Bolton. In case of any additional information, you may wish to contact the undersigned or Dr. Margaret Nelson, Programme Leader at University of Bolton on [joseph.falzon@melita.com](mailto:joseph.falzon@melita.com); [m.nelson@bolton.ac.uk](mailto:m.nelson@bolton.ac.uk), stating reference: INT/SEP/UCO - Programme: Doctor of Philosophy (1407957). Please find attached authorisation letter and consent letter by the focus group participant to participate within this study and to publish the study, both of which I kindly ask you and the assignee to sign prior to the focus group.

I would like to thank you in advance for consideration of the above and look forward for your valuable contribution and participation within this final stage of this research.

Regards,

Joseph Falzon

Attached:

Authorisation letter by the organisation to participate and to publish the study.

Consent letter by the focus group participant to participate and to publish the study.



**PERITJOSEPHFALZON**

**AUTHORISATION LETTER BY THE ORGANIZATION TO PARTICIPATE AND TO PUBLISH  
RESEARCH STUDY**

I the undersigned do hereby give permission to Joseph Falzon to carry out the study described hereunder in my organisation and give permission to publish the same study.

Title of study: **"An investigation of regeneration policies for historic buildings on the Maltese Islands for the Tourism & Leisure Industry."**

Name of Organisation:

Position within the Organization:

Date:

Name:

ID No:

Signature:



**PERITJOSEPHFALZON**

**CONSENT OF THE FOCUS GROUP PARTICIPANT TO PARTICIPATE AND TO PUBLISH  
RESEARCH STUDY**

I the undersigned focus group participant do hereby give permission to Joseph Falzon to carry out the study as mentioned hereunder and give permission to publish the same study.

Title of study: **"An investigation of regeneration policies for historic buildings on the Maltese Islands for the Tourism & Leisure Industry."**

Name of Organisation:

Name of Focus Group Participant:

ID No:

Position of Participant within Organisation:

Date:

Signature:

### **Appendix 6.4.3\_ Presentation to Focus groups and focus group guide**

#### **“An investigation of regeneration policies for historic buildings on the Maltese Islands for the Tourism & Leisure Industry”**

##### **EU & NATIONAL OBJECTIVES**

Sustainable growth - Europe 2020 strategy (European Commission, 2010).

National Spatial Framework under the EU 2020 strategy (Ministry of Finance, 2013).

Government encourages luxury heritage accommodation as adaptive reuse to historical buildings. (MEAIM, 2014)

Rehabilitation and conservation of historic buildings identified as one of the sectors targeted for investment to improve citizen's quality of life (MEAIM, 2014)

Strategic Plan for Environment and Development calls for efficient use of land urging Government to prioritize development primarily through re-use of existing developed and historic buildings (Malta Environment & Planning Authority, 2015)

##### **JUSTIFICATION**

- Though environmental sustainability and heritage conservation objectives have been clearly set out in policy documents since early 1990's, there is much need for action
- Need to determine facilitators and barriers for regeneration
- Lack of research of impact of regeneration policies and policy development

## **AIM**

To cross examine the issues raised during the interviews carried out within the previous stages of this study and to produce insights in order to develop strategies to address the issues that have resulted in the interviews and try to generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry.

## **OBJECTIVES**

To cross examine as part of a group discussion issues that were raised during previous phases of the research.

To discuss strategies to enhance regeneration of historic buildings.

To examine gaps in legislation and policies in regeneration of historic buildings for the tourism and leisure industry.

To determine gaps in funding mechanisms for regeneration of historic buildings for the tourism and leisure industry.

To generate solutions for policy gaps in regeneration of historic buildings for the tourism and leisure industry.

## **ISSUES**

Results of Questionnaires from Mayors

Resources, Governance, Experiences, Gaps, Key Lessons, Quality

Barriers, Impacts of Regeneration Policies, Research, Gaps, Key Lessons, Heritage Buildings for Tourism